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Report
of
The Education Commission



August 1992

GOVERNMENT OF WEST BENGAL

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**Report
of
The Education Commission**



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August 1992

GOVERNMENT OF WEST BENGAL



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CHAPTER ONE

Introduction

1.1 The present Commission was set up by the Government of West Bengal through a Notification (No. 6324-P, Home (Political) Department) dated August 13, 1991. The text of the Notification is as follows :

Whereas it is considered expedient to review the developments since 1977 in the content and quality of education in West Bengal at different levels and stages;

And whereas it is considered expedient to evolve a feasible programme of educational goals in the short run as well as over a longer time-frame;

And whereas it is considered expedient to review problems in the implementation of mass literacy campaigns;

And whereas it is considered expedient to evolve an outline of appropriate institutions and policies in pursuance of the above objectives ;

Now, therefore, the Governor hereby appoints a Commission consisting of the following members :—

- | | | |
|----|--|------------------|
| 1. | Dr. Ashok Mitra | Chairman |
| 2. | Professor Pabitra Sarkar,
Vice-Chancellor,
Rabindra Bharati University. | Member |
| 3. | Professor G.S. Sanyal,
Former Director, Indian Institute of
Technology, Kharagpur. | Member |
| 4. | Dr. Mrs. Gouri Nag,
Former Director of Public
Instruction, West Bengal. | Member |
| 5. | Professor Mostafa Bin Quasem,
M.L.A. | Member |
| 6. | Shri Arun Chowdhury,
Secretary, All Bengal
Teachers' Association. | Member |
| 7. | Shri Sunanda Sanyal,
Ramkrishna Mission Vidya Mandir,
Belurmath, Howrah. | Member |
| 8. | Shri Poromesh Acharya,
Indian Institute of Management,
Calcutta. | Member |
| 9. | Shri S. N. Ghosh | Member Secretary |
| 2. | The terms of the Commission shall be as follows :—

(a) To review developments since 1977 in the content and quality of education in West Bengal at different levels and stages, including trends of budgetary outlays and <i>inter se</i> allocations;

(b) To review the evolving pattern of educational administration including in systems of evaluation, and to appraise the relevance of existing acts, rules and procedures ; | |

- (c) To indicate a framework of cost-effectiveness in the educational sphere and identify criteria for assessing performance at different levels ;
 - (d) To suggest, in the light of social and economic circumstances obtaining in the country and the State, a feasible programme of educational goals and objectives for the short run as well as over a longer time frame;
 - (e) To evaluate procedures for translating financial allocations into actual physical achievements, and identify problems in particular areas, such as recruitment and posting of academic and non-academic staff at different levels, and provision of infrastructural, nutritional and other facilities ;
 - (f) To review problems in the implementation of mass literacy campaigns and socially necessary technical and vocational skill formations, and to assess, in that connection, the role and significance of libraries, including public libraries, and other educational aids ;
 - (g) To analyse the underlying issues of motivation and incentives, and suggest an outline of appropriate institutions and policies, consistent with the social milieu, which would prove helpful for the fulfilment of assigned educational goals ; and
 - (h) To consider such other matters as may be incidental and relevant thereto.
3. The Commission shall formulate its own procedure, select the venue or venues of sittings and may give to all concerned such notice of the inquiry and of the procedure formulated by it as it may consider necessary and proper.
4. The Commission shall submit its report to the Government within a period of 6 months from the date of issue of this notification.

By Order of the Governor,

Sd/ N. Krishnamurthi

Chief Secretary to the
Government of West Bengal

1.2 As will be seen, the terms of reference for the Commission are fairly wide-ranging, covering practically the entire spectrum of education in the State. While broadly adhering to the terms of reference, the Commission decided to formulate its own procedures for analysing the issues and problems in different spheres. It also chose the areas which, in its view, deserved special attention.

1.3 Because of difficulties in arranging accommodation, and a number of other administrative problems, the Commission could begin its work effectively only from around the middle of November, 1991. While the Commission was expected to submit its recommendations within six months of the original date of notification, its tenure was extended by two further notifications (No. 997-P and No. 3827-P) dated February 7, 1992 and May 7, 1992 respectively.

1.4 The Commission had the benefit of discussion with several eminent educationists in West Bengal as well as well as a number of educational experts from outside the State. Apart

from meeting the Chairman of the University Grants Commission, it held discussions with Vice-Chancellors of most of the universities in West Bengal, including the Vice-Chancellor of Visva Bharati University; and a number of former Vice-Chancellors. Others who kindly assisted the Commission with their views included the Chairman of the West Bengal Council for Higher Secondary Education, the President of the West Bengal Board of Secondary Education and the President of the West Bengal Primary Education Council.

1.5 The Commission profited from discussions with several ministers of the State government, including the Minister for Higher Education, the Minister for Power, the Minister for Primary and Secondary Education, the Minister for Panchayats and Rural Development, the Minister of State for Technical Education, the Minister of State for School Education (Madras), the Minister of State for Mass Education Expansion and the Minister of State for Library Services. Discussions were also held with the Sabhadhipatis of Zilla Parishads and Chairmen of the District Primary Education Councils.

1.6 The Commission gained considerably from memoranda and representations submitted to it by a very large cross-section of teachers' and students' organisations, including organisations of headmasters and college principals. It had invited a number of teachers with long experience of teaching at different levels and in different areas for their views on ways and means of improving the quality of education in the State; the response from them, the Commission is happy to note, was overwhelming. Many other citizens had on their own written to the Commission offering their valuable suggestions. The Commission wishes to express its gratitude for the cooperation it has received from all such individuals and associations.

1.7 Annexure A gives the list of persons and associations and representative bodies who met the Commission on its invitation. Annexure B provides a list of associations and individuals who met the Commission at their own request. Those teachers, from whom the Commission sought views in their respective areas of specialisation and who kindly responded to its request, are mentioned in Annexure C. Annexure D provides information on individuals and associations who were invited by the Commission to meet it and/or submit their representations to it, but were unable to do so. A list of persons, associations and representative bodies who volunteered to make written submissions to the Commission is furnished in Annexure E, while Annexure F provides a further list of those persons, associations and representative bodies who submitted their respective written views to the Commission on request.

1.8 Annexure G gives the details of the field visits undertaken by members of the Commission, the educational institutions they visited, and the meetings and discussions organized during the visits.

1.9 Two surveys were organized at the instance of the Commission. One was aimed at assessing the views of students in the range of Class IX to Class XII, teachers in the secondary and higher secondary schools, and guardians of students, once again, belonging to the group of Class IX to Class XII, on aspects of school education. The other survey was intended to ascertain the views of students at the undergraduate (that is, college) level, and of teachers and principals of colleges. Both surveys were conducted on a sample basis by canvassing questionnaires for each target group. The questionnaires are given at Annexures H and I.

1.10 The Commission is grateful to teachers and educationists, students' and teachers' bodies, members of the State government and members of the public who helped in various ways to lighten the burden of its work. It would also like to express its thanks to those who assisted it in organising the two sample surveys.

1.11 The Commission wishes to place on record its deep appreciation of the quiet and efficient manner the Member-Secretary, Shri S.N. Ghosh, IAS, organised the work of the Commission. The staff assisting him, listed in Annexure J, are equally deserving of the Commission's gratitude.

1.12 Finally, the Chairman of the Commission wishes to express his gratefulness to the members of the Commission for the generous and unstinted help he received from them, facilitating the smooth completion of the Commission's work.

Ashok Mitra
Chairman

Pabitra Sarkar
Member

G. S. Sanyal
Member

Gouri Nag
Member

Mostafa Bin Quasem
Member

Arun Choudhury
Member

Sunanda Sanyal
Member

Poromesh Acharya
Member

S. N. Ghosh
Member Secretary

CHAPTER TWO

The Education Scene in West Bengal : An Overview

2.1. The combination of political parties which assumed office in West Bengal in 1977 had before it a clear-cut set of objectives in the sphere of education. These objectives were spelled out in the manifesto on the basis of which it fought and won the election. The relevant portion of the manifesto proceeds as follows :

'..... The Left Front will seek to implement the following programme :

* * * *

- (24) Concrete and effective programme, including legislative and administrative measures backed by popular effort, for eradication of illiteracy ;
- (25)(a) Scientific reform of education policy and introduction of free compulsory education for all up to middle school stage ;
- (b) Steps to fight decadence and imperialist penetration in the cultural field, and to foster progressive cultural activities ;
- (26) Supply of books, paper, stationery and other contingencies to students up to Class VIII ; free mid-day meal to students up to the primary stage ;
- (27) Steps towards realisation of the right to education through mother tongue up to the highest level. Education through all regional languages, including Urdu, Nepali and Santhali, to be encouraged up to the highest stages ;
- (28)(a) Security of services of teachers and employees in all educational institutions. Direct payment by the Government to teachers of all categories of their monthly salaries ;
- (b) Repeal of the West Bengal Universities Control of Expenditure Act, 1976. Democratisation of administrative bodies with adequate representation of students and staff ;
- (c) Enactment of a new, comprehensive Primary Education Act with provision for democratically elected School Boards with adequate representation for teachers. Establishment of a Secondary Education Grants Commission ;
- (29) A comprehensive public library legislation.' ("Common Minimum Programme of the Left Front for West Bengal Assembly Election, 1977", pp. 11-12).

2.2. The objectives as set out reflected the Front's intention to bring about a radical change in the educational system. It would be useful to refer here to the situation obtaining in the State in the period immediately preceding. The decade 1967-77 was marked by political upheavals in the State which severely affected the educational scene. The general environment was not exactly congenial for serious academic pursuit; students in schools, colleges and universities faced an uncertain prospect ; the schedule of examinations was thrown totally out of gear ; mass copying in examinations was a common feature. Most teachers and other staff—even of schools aided by the government—were without security of tenure ; the payment of salaries was often irregular, and retirement benefits were inadequate and uncertain. The educational administrators were, it would seem, mostly concerned with the art of soft-pedalling the tasks assigned to them. A Primary Education Act was enacted in 1973 ; it remained largely unimplemented. But a scheme for mid-day meal for students had been launched on a modest

scale. A few centres for imparting non-formal education had begun to function. The Directive Principle of State Policy enshrined in Article 45 of the Constitution however remained by and large unimplemented; close to 60 per cent of the population in the State were unlettered; the proportion was even higher in the countryside.

2.3. The changes that have taken place in the fifteen years since 1977 are striking in more ways than one. One outstanding development is the restoration of tranquillity in the academic arena. Turbulence in schools, colleges and universities has disappeared, examinations are held more or less according to schedule, the practice of unfair means in examinations has been restrained, teachers at all levels have come to enjoy total security of tenure, the payment of salaries and retirement benefits has been regularised, the recommendations of two successive Pay Commissions and of the University Grants Commission have paved the way for generous increases in the levels of emoluments and other benefits for both the teaching and the non-teaching staff of educational institutions.

2.4. Attention may be drawn to the phenomenal increase in the financial outlay on education since 1977. The non-plan outlay on education registered a ten-fold increase between 1976-77 and 1991-92 (Table 2.1) in absolute terms; the real rate of increase should be more than 300 per cent. The non-plan expenditure on education as a proportion of the total State budget moved up from 12.89 per cent in 1976-77 to 12.97 per cent in 1981-82, to 17.78 per cent in 1986-87, and to 21.10 per cent in 1992-93 (Table 2.2). If plan expenditure is indeeded, overall outlay on education as proportion of total budgetary outlay exceeded 25 percent, and was closer to 30 percent, in the middle 1980's. Equally worth noticing is the fact that the increase in expenditure earmarked for education has during this period been accompanied by a pronounced shift in overall allocation in favour of primary and secondary education, even though the allocation on primary education still falls short of that on secondary education.

2.5. Much of this increase however represents an aspect of 'catching up'. The level of educational outlay in recent years in West Bengal does not seem to be out of alignment with outlays in other major States of India ; if anything, in some spheres the outlays lag behind outlays elsewhere. Data on financial expenditure in 1986-87 in a number of States in respect of primary, secondary and higher education are reproduced from the Report of the Ninth Finance Commission in Tables 2.3, 2.4 and 2.5. The Finance Commission applied a set of norms to demarcate actual outlay from what should have been the 'normal' outlay in different spheres by the different States. These norms were, in the case of education, based on such parameters as the proportion of enrolment in rural areas, the proportion of density of child population in specific age-groups, the proportion of private unaided schools to total number of schools, etc. In terms of these norms, West Bengal apparently spent about Rs. 84 crore less on primary education than it ought to have on the non-Plan account; the actual expenditure fell short of the norm by nearly 40 per cent. The per capita actual expenditure was Rs. 34.14, which was the third lowest among the States. In contrast, in the sphere of secondary education, West Bengal's non-Plan outlay was nearly Rs. 1.03 crore more than what the national norm warranted. The per capita actual spending on secondary education was Rs. 43, the fourth highest among the fourteen States for which data were made available.

2.6. In higher education, though, the State's non-Plan expenditure once more fell somewhat short of the national norm; per capita actual outlay was around Rs. 14 as against the norm of Rs. 17.

2.7. Both the selection as well as definition of norms and the methodology by which these were derived by the Ninth Finance Commission have been subject to wide criticism, and its views need not be taken as sacrosanct. We may, in this connection, compare the outlay on education in West Bengal and in the country with that of a few other countries. Table 2.6 presents data on total expenditure on education as a proportion of both national income and total

government expenditure for West Bengal, India, a number of Third World countries and a few developed countries as well. Despite the fact that the data are not related to a common base year, these still throw some light on how in each of these countries education is evaluated in terms of the yardstick of expenditure. India does not seem to rank very high whichever of the two criteria is applied; the position of West Bengal is scarcely any better. Even among the Third World countries cited, the performance of Brazil, South Korea, Thailand and Malaysia is way ahead of ours.

2.8. The situation in the State must have changed somewhat in the years since 1986-87, which was the Finance Commission's reference year. What sets West Bengal apart though is that an overwhelmingly large proportion of the annual outlay in each sector of education is earmarked to meet the component of salary and wages for the teaching and non-teaching staff. Table 2.7 provides some idea how this component as a proportion of overall expenditure in each sector has behaved from 1976-77 onward. In the case of both primary and secondary education, as much as 95 per cent of the total outlay goes to pay the emoluments; in higher education, the proportion is nearly 80 per cent; in medical education, it is about 70 per cent. Thus, after meeting the charges pertaining to salaries and wages, there is usually little left—especially in the all-important area of school education—to meet other expenditures, either on the revenue or on the capital account. This pattern of financial outlay has implications which demand an analysis in depth.

2.9. A corollary of the remarkable increase in the financial outlay of the State government on education is the increase in the number of educational institutions as also more intensive and extensive use of the physical facilities of institutions that already existed. Table 2.8 provides quantitative data on the expansions that have taken place. Between 1976-77 and 1991-92, the number of primary schools has increased by 10,080, of secondary schools by 569, of higher secondary schools by 879, and of colleges by 87. A new university, the Vidyasagar University located at Midnapore, was also established during this period.

2.10. Some estimates regarding enrolments in these institutions are available from State Government sources, and are listed in Table 2.9. According to these data, over these years the number of students at the primary level increased by 4,125,901 (81 per cent); at the secondary level, by 4,416,122 (17 per cent); and at the higher secondary level, by 225, 382 (373 per cent). The enrolment in colleges went up by roughly 87,000, an increase of 50 per cent.

2.11. Tables 2.10, 2.11 and 2.12 reproduce data for different States of India, including West Bengal, on enrolment ratios for Classes I-V (6-11 years) and Classes VI-VIII (11-14 years). These data indicate that the enrolment ratio of children in the age-group of 6-11 years in West Bengal increased from 87.4 in 1979-80 to 96.0 in 1983-84 and then to 118.1 in 1987-88. In the years in question, the all-India ratio stood at 93.0, 93.4 and 97.9 respectively. Although the achievement in West Bengal in this respect was quite commendable—specially from 1983-84 onward—that in some of the other major States like Tamil Nadu, Maharashtra and Kerala indicates to what further extent enrolment could go up to. Similarly, the enrolment ratio of the children in the age-group of 11-14 years which was 41.7 in 1979-80 in West Bengal (the all-India ratio being 40.2) rose to 54.5 in 1983-84 (the all-India ratio touching 48.9), and thence to 65.2 in 1987-88 (against an all-India ratio of 55.1). Once again, the ratio obtaining in West Bengal is slightly ahead of the national average, but substantially lower than that in States such as Kerala and Maharashtra. Tables 2.13, 2.14 and 2.15 reproduce data for West Bengal from the All-India Educational Surveys of 1973, 1978 and 1986 for primary (Class I to V), upper primary (Class VI to VIII) and secondary education which show trends that are not dissimilar. These tables contain information about number of schools, number of enrolments, proportion of drop-outs, number of teachers, teacher-student ratios, types of school buildings, availability of instructional norms, etc.

2.12. Some alternative estimates with respect to school enrolments can be gleaned from the findings of the 38th and the 43rd rounds of the National Sample Survey made available to the Commission. The relevant data for the different States can be seen in Tables 2.16 to 2.27. Since the 38th NSS round was carried out in 1983 and the 43rd round during 1987-88, the data in these tables again do not bring the story up to date. These nonetheless enable us to form certain judgments about the nature and extent of success in school enrolments.

2.13. The NSS data provide estimates of the number of school-attending children per 1,000 according to both sex and specific age-groups, and separately for urban and rural areas. What is somewhat disconcerting is the impression that, in the urban sector, the proportion of school attendance by children in the age-group of 5 to 9 years, that is, in the phase of primary education, declined between 1983 and 1987-88 in the case of both boys and girls ; the drop, in the case of boys, was from 707 per 1,000 to 632 per 1,000, and in the case of girls, from 637 per 1,000 to 613 per 1,000. In either round, school attendance by both boys and girls in this age-group in urban West Bengal was less than the national average. As far as rural children in the primary school-going age-group are concerned, attendance per 1,000 however improved in the case of both boys and girls between 1983 and 1986-87. In the case of boys, it went up from 408 to 447, although, here too, it was considerably below the national average in both years. In the case of rural girls, attendance per 1,000 moved up from 357 to 412, and was marginally higher than the national average in either year.

2.14. Similar data are available for school attendance by children of both sexes for age-groups 10 to 14 years and 15 to 19 years, covering roughly the spectrum of secondary and higher secondary education. The decline between the two Rounds in attendance in the urban sector by boys belonging to these age-groups is reflected here too. The fact that attendance in West Bengal in both years lagged behind the national average is also confirmed. Attendance by urban girls in these age-groups was however higher than the national average in both Rounds, even though it showed a slight proportionate decline between the two years.

2.15. On the other hand, girls in the rural areas in the age-groups of 10 to 14 and 15 to 19 had a better record of school attendance in West Bengal than in the country as a whole in both 1983 and 1987-88; but while attendance improved between the two years, from 469 to 533 per 1,000 for the age-group 10 to 14, it fell from 167 to 154 for the age-group 15 to 19.

2.16. It is conceivable that attendance has generally improved in town and country, both for boys and girls, in each of the age-groups since 1987-88. In the absence of detailed data—which are not available from State government sources either—, we can only speculate. There is none theless no question that, the strides made over the past decade and a half notwithstanding, a lot of ground still needs to be covered in the sphere of school education in West Bengal.

2.17. Some confirmation of this tentative conclusion is provided by the census data assembled in Table 2.28. According to census estimates, the rate of literacy moved up in the State from 48.6 per cent in 1981 to 57.7 per cent in 1991. The relative ranking of West Bengal among 14 major States in the country did not however change over the decade. West Bengal was the fifth most literate State in 1981 among these major States ; it remained so in 1991. How the situation in West Bengal appears in a global context can be gauged from Table 2.29 which presents some cross-country data for different years according enrolment ratios at different levels of education.

2.18. A number of measures, additional to what have been described above, have been taken on hand in the State with a view to universalising primary and secondary education. In 1967, the first United Front government had made primary education free. The second United Front government decided that girls belonging to rural areas were to be exempted from tuition fees. The government installed in 1977 proceeded much further. From January 1978, tuition fees for all students up to Class VI throughout West Bengal were abolished. Thereafter, education up

to Class X, and then up to Class XII, was made free with effect from January 1980 and January 1981 respectively.

2.19 The supply of free text-books, particularly to students of primary schools, is another fact worth mentioning. The free distribution includes the supply of all text books for all classes up to Class V and the text book on mathematics for Class VI. The text books distributed are not in Bengali alone; a sizeable number of them are in Nepali, Hindi, Urdu, Santhali and English. That apart, a further number of text books are prepared and published under the auspices of the State Board of Secondary Education and sold to students at a fixed price. This list includes the text book for English for Class VI and text books on mathematics and English for Classes VII to X.

2.20 Two additional incentives were announced to help the cause of universalisation of primary education: free mid-day meals and free school dress for a considerable number of girls attending primary schools. According to official claim, close to 33 lakh students benefited from the scheme of mid-day 'tiffin' for all school children in 1986, while 100 per cent of girl students belonging to Scheduled Caste and Scheduled Tribe communities as well as 40 per cent of other girl students were supplied free school dresses in that year. This programme has however of late been adversely affected because of severe resource constraint.

2.21 One of the most significant decisions in the post-1977 period is of course the abolition of teaching English as a second language in Classes I to V and the simultaneous introduction of mother tongue as the only language to be taught at the primary level. It is however necessary to mention that these twin measures had already been adopted nearly everywhere else in the country.

2.22 Another change, pertaining to primary school education, was the doing away with the system of promoting students from one class to the next higher one on the basis of results of annual examinations. This system was replaced by a mode of continuous evaluation so that shortcomings, if any, found in a student's learning could be corrected immediately; there would be no detention of students, and promotion from a lower class to the next higher would be automatic.

2.23 Improvements effected in the syllabi and course content at different levels of *madrasah* education deserve a special mention. Education in the *madrasahs* was isolated from the general stream of education in the earlier years. The course content had little practical relevance; students were wont to find themselves ill equipped to cope with the fast changing milieu or to enhance their prospects for gainful employment. Changes in the syllabi and course content of subjects taught at the senior Madrasah level, as also the introduction of new subjects such as physical sciences, mathematics, social sciences, etc., have altered the picture. The senior *madrasah* course has now been brought almost at par with the secondary education course.

2.24 What is described as 'democratisation' of educational administration is generally regarded as a major development in the State in the period since 1977. Statutes have been either amended or passed afresh so that (a) the universities can now be stated to be autonomous in most senses of the term; (b) elected members on university bodies and the governing bodies of non-government colleges constitute the majority, and (c) the managing committees in the secondary and higher secondary schools have by and large come to enjoy the same status as that of governing bodies of non-government colleges.

2.25 In the period preceding 1977, the selection of teachers in non-government colleges was solely at the discretion of powerful individuals in the managing committees; no norms were either laid down or applied, and the appointments were often characterised by corruption or nepotism. Such practices have been brought to an end with the enactment in 1978 of the

College Service Commission Act. The Act provides for an authority for the selection of teachers for colleges through a process of examinations, interviews, etc., and posting of candidates from panels of candidates selected through this process.

2.26 The State government has taken two specific steps to protect the interest of teachers as well as of members of the non-teaching staff in colleges. The first is the enactment of a legislation which makes it the legal responsibility of the government to effect direct payment of salaries, etc., to the teaching and the non-teaching staff of colleges. A further piece of legislation guarantees the security of their service. These legislations taken together have ensured a near-foolproof protection of services and salaries for teachers and other staff that was inconceivable in the pre-1977 era. One should also take into account the implementation of the recommendations of two successive Pay Commissions appointed by the State government which have lifted the scale of remunerations of the teaching community from the very lowest rungs in the school stratum to the very highest. The services of the academic community have been more or less equated to those of Government servants in respect of retirement benefits too.

2.27 How far the relatively respectable scales of pay and other benefits, along with security of services, etc., for the teaching community and other staff have benefited the educational system in general and the students in particular is the subject of debate in some quarters. There is however scarcely any doubt that these changes have caused a major stir in the total system.

2.28 The very process of expansion has however given rise to certain problems in the sphere of education. The fact that the State government has felt the need to set up a Commission such as of ours, and indicated for it practically open-ended terms of reference, testifies to its awareness of the problems that might have emerged. In the following paragraphs, we will briefly allude to some of these concerns. While the Commission has, to the best of its ability, addressed itself to the whole spectrum of issues indicated in the terms of reference, it has followed its own procedure; the format of discussion in the subsequent chapters is also according to its own judgment on the relative significance of different issues.

2.29 The State government, in the reforms it has undertaken since 1977, has accorded primacy of place to the furtherance of primary education. Statistics relating to educational growth do not always agree with each other. According to the Fifth All India Educational Survey organised under the aegis of the National Council of Educational Research and Training, roughly 87 per cent of the boys and 70 per cent of the girls of the relevant age-group were enrolled in primary schools in 1986; nearly 13 per cent of the boys and 30 per cent of the girls were therefore yet unschooled in that year in the State. The NSS data we have quoted above present a similar picture; but it have changed somewhat in the past five years.

2.30 Even so, the progress that has been achieved appears to be partly illusory. First, there is the problem of drop-outs. The Fifth All-India Educational Survey indicates that the maximum of drop-outs occurred at the end of Class I, the enrolment in Class II being only 56 per cent of that in Class I. In Class V, the ratio falls to 38 per cent, and further to 30 per cent in Class VI. The Fourth Report of the Subject Committee on Education of the State Legislative Assembly also draws attention to the persistence of drop-outs in the early phase of education. This problem deserves to be examined at some length.

2.31 Despite some improvements in the very recent period, there continues to be a serious lack of minimum infrastructural facilities. The number of one-room schools is depressingly high, and was in 1986 as much as 30 per cent of the total number of primary schools. A concerted, phased effort is yet to be launched to mobilise locally available resources in order to construct school buildings cheaply and quickly. The problem of inadequacy of

teachers looms large. The number of one-or two-teacher schools was over 30 per cent of the total in 1986; the situation is unlikely to have changed much since then. A further problem is the uneven school-wise distribution of teachers.

2.32 Then arises the issue of quality of teaching. From all accounts, the quality as well as the method of teaching leave much to be desired. In the primary education system, only a little more than three-fifths of the teachers are trained. The trained teachers too are, by and large, neither equipped nor motivated to handle first generation learners coming from economically under privileged sections. The effectiveness of teaching at the primary level has evidently not kept pace with the increase in the number of schools and in enrolments.

2.33 Non-detention of students and continuous evaluation are academically sound propositions, but the first presupposes the effective application of the second. If reports are to be believed, continuous evaluation is not carried out in the majority of schools, partly due to shortage of teachers, but also on account of the inability of teachers to understand and apply the method correctly. Most children go through the phase of primary education without acquiring the knowledge and skills they were expected to acquire. This, in its turn, accentuates the tendency towards dropping out; parents begin to think that going to school is a waste of time for their children. The acutely difficult economic circumstances of the households from which the vast majority of the children come contribute further to drop-outs.

2.34 Problems abound in the sphere of secondary education too. In the reformulated curriculum, the relative importance of language teaching has been reduced, and that of physical and life sciences enhanced, while work education and physical education have been newly incorporated. Whether these changes call for a review has to be looked into by the Commission. A view has, for example, been expressed that it is more important to concentrate attention on what is suitable and of practical use in the existing socio-economic framework of the State rather than adhere to theories of education or practices prevalent elsewhere.

2.35 One thorny issue in the secondary schools relates to the teaching of English. The issue should have been considered as one of pedagogy, but unfortunately has been clouded, from the beginning, by controversies and factors other than academic. Be that as it may, there is a need to review the new method of teaching English in the light of the experience gained over the past few years.

2.36 The question of quality of teaching is of overriding importance in the case of secondary education too. School inspection has thinned out, and no substitute procedure for evaluating teaching has yet evolved. The need to impose accountability in some form or other in the light of the proliferation of private tuition in the recent period certainly demands the Commission's attention. Equally relevant is appraising the procedure for recruitment of teachers in both the primary and the secondary stages.

2.37 The examination system at all levels should also call for a review. Under the existing system, there is a relatively excessive emphasis on learning by rote, which in its turn encourages private coaching. The Commission may therefore fruitfully examine the case for a more effective decentralisation of the examination system and a drastic change in the pattern of question-setting.

2.38 The 10 + 2 system was introduced in West Bengal in 1976, replacing the previous eleven-year school system, on the recommendations of the National Education Commission, 1964-66 (the Kothari Commission), and has continued without change since then. A number of problems have cropped up in this area in recent years, some assuming a serious form. The most obvious anomaly in the existing arrangements is that higher secondary education is conducted in three different types of institutions, colleges, schools, and a few 'independent' higher secondary institutions. There is a need for review here too.

2.39 Another area of reappraisal which suggests itself is with respect to the course content. The higher secondary stage is both the terminal stage of school education and the preparatory phase for higher education. While this dichotomy poses its own challenge, there is also the aspect of maintaining parity with All-India courses and courses prescribed for various entrance tests for further education. Besides, curriculum planning should, it has been suggested, extend to such areas as the rational distribution of the course content over the stages of secondary, higher secondary and undergraduate studies.

2.40 Just as it is a fundamental duty of the State, imposed upon it by the Constitution of India, to provide elementary education to all children up to the age of 14 years, there is the parallel obligation to take into account the problem thrown up by the overwhelming presence of adults, particularly in rural areas, who are totally illiterate. Illiteracy has to be eradicated at all costs, and hence the need for non-formal education system. What role libraries and reading rooms can assume in this context deserves careful study. The Commission will understandably devote some attention to the outstanding problems that have reared their head in the context of the efforts to translate the dream of universal literacy into a reality.

2.41 Quality has not kept pace with quantity in the sphere of higher education too. The problem that attracts immediate attention is the unplanned growth of colleges. Some of these colleges have been set up in a manner such that non-viability might turn out to be an abiding feature in their case. Such non-viability is not merely the result of unplanned spatial distribution of colleges, but could also be on account of inadequate infrastructural facilities and irrationality in the course pattern. Barring a few old and large ones, most colleges are known to be lacking in library and laboratory facilities, playgrounds, a sufficient number of class rooms, etc. How this situation can be changed deserves close examination. Such an appraisal must however keep in mind certain normative factors. For instance, there must not be what is described as 'development of under development in the field of education; hitherto neglected areas, particularly rural areas, ought not to be discriminated against in the name of rationalisation of policy.

2.42 Most new colleges are initially allowed to teach only a few subjects, belonging to humanities and the social sciences or the commerce stream. Student enrolment therefore remains poor. A much bigger problem is again posed by the absence of comprehensive curriculum planning. What should be the right balance between the traditional subjects and those relevant in the changing socio-economic milieu, what should be the contents of Pass and Honours courses, what should be the range of choice of subjects in higher secondary and undergraduate courses, what procedure should be followed for reviewing the syllabi at intervals of time, etc., are areas the Commission has to go into. The point of view that such curriculum planning is inseparable from the teaching and evaluation system in the higher levels of education should also receive a respectful hearing.

2.43 An apprehension is often expressed that the link between authority and responsibility, and between rights and duties, seems to have been broken in the educational system of the State. Those who are responsible for the smooth functioning of the institutions do not, it is stated, possess sufficient authority to bring this about. Democracy is certainly not synonymous with anarchy. The present system of management and administration will be reviewed by the Commission with a view to suggesting measures for ensuring the preservation and strengthening of the democratic ethos without at the same time destroying academic norms and displacing authority from its legitimate sphere. The Commission will of course bear in mind that while good and sincere teaching can compensate for many other defects of the system, even the best system will fail if teachers are not alive to their responsibilities. The issue of effective teachers' training is relevant in this context.

2.44 The Commission cannot but be aware of what is perhaps the greatest contemporary social tragedy. A huge number of students in the State fill up the undergraduate colleges, particularly pass classes, simply because they have nothing else to do: they prefer to elongate the phase of supposed education because of the grim prospects awaiting them in the labour market. The need for introducing a well-planned income-or employment-oriented scheme of vocational and technical education is therefore crucial. The Commission proposes to go into this issue in some detail.

2.45 One problem common to all levels of education is the proper recruitment of teachers. The existing arrangements have come under severe criticism from different quarters. One reason for the felt dissatisfaction is the lack of uniformity in selection procedures. The existing system of recruitment are apparently failing to select the best teachers in terms of the criteria of merit and ability. Alongside academic merit, the competence to teach and the presence or otherwise of motivation have to be taken into account during the process of recruitment. The Commission will attempt an appraisal of the systems of selection and recruitment at different levels and make whatever recommendations are called for.

2.46 An all-pervading problem affecting each stage of education, which continues to be the major concern of the State government, is the paucity of financial resources. Because the State government committed itself in financial terms over the past decade and a half in certain directions, expectations have been aroused which cannot be easily switched back. The several recommendations to be made in this Report, the Commission is afraid, may necessitate even greater commitments on the part of the State government, and the arithmetic could turn out to be most daunting. The Commission would have some suggestions to offer to ease the burden on the State government, but, on such matters, the crucial decisions will have to be taken by the government on its own, on a balance of various considerations.

2.47 It will be the Commission's bounden duty to take into account the last term of reference indicated for it by the State government. It should attempt to lay down a broad framework of priorities in the educational sphere for the next quinquennium or decade, and suggest measures that would have to be implemented to satisfy the conditions of this framework.

2.48 The Commission will hardly be able to evade one issue while discussing the priorities it will suggest. This is in a sense the most basic of all issues, and concerns the aims of education. Education is for the advancement of knowledge and the enrichment of the mind, but, in more general terms, it connotes a process which stresses the development of cognitive skill, the marrying of cognition with the aptitude for its practical application wherever feasible, as well as the promotion of values and ideas in consonance with national ethos and aspirations. It seems we have continued to bear the fruits of what has come to be known as 'Macaulay's poison tree'. The hang-over of the colonial system of education persists over large areas. One of the objectives of that system was to produce cheap white colour manpower. Education was purposely confined to a thin stratum of society at the top; English language and literature comprised the core of the educational curriculum. The inherent cultural bias hindered the development of cognitive skills and there was hardly any scope for the development of crafts relevant to an essentially agrarian society. Even respect for manual work and practical skill was at a discount, despite the gradual spread of nationalism, partly perhaps because the leaders of society carried the portmanteau of feudal outlook and attitudes.

2.49 Independence has hardly made for much of a difference. Economic growth, defined in terms of the rate of growth in per capita income, has by and large been listless over the past four and a half decades. There has been fierce competition between the classes to corner the

opportunities this limited growth has thrown up. Those who have been socially and economically most powerful have consistently tried to pre-empt others from sharing the resources allocated by the State for education. And the intrusion of the free market spirit has led to increase the load of mechanistic learning on the minds — and bodies — of young children.

2.50 Since independence, several commissions and committees have been constituted at the national level for examining the working of the educational system and for suggesting measures for reform. Notwithstanding their recommendations, the essential character of our education has remained more or less unchanged. The organisational changes and the curriculum reforms introduced over the years have been cosmetic in nature. No radical alternative has been given a trial; even the basic education proposed by Mahatma Gandhi, based on the principle of 'learning by doing', has not been seriously tried anywhere.

2.51 Obviously, it was for the Union Government to take the initiative in the matter. It may not however be altogether impossible for a State government to attempt a breakthrough here. The State government in West Bengal has since 1977 gone on record that, by shifting the emphasis on primary education and resolving satisfactorily the tribulations faced by children of poor rural households, it wants to usher in a transformation not unlike to what adherence to the precepts of 'basic education' could have brought about. The appointment of a Commission such as ours is itself indicative of the State government's awareness that it has still some way to go in this endeavour. The priorities the Commission may decide to suggest for the proximate future will have to be in conformity with the aims so as at least to disturb, if not demolish altogether, the 'pecking order' of the existing social and economic arrangements.

TABLE 2.1

Trend of Expenditure in Education by Sectors in West Bengal

Year	Expenditure on primary education (Rs. crore)	Expenditure on secondary education (Rs. crore)	Expenditure on secondary education as percentage of total expenditure on education	Expenditure on higher education (excluding medical Govt. technical education but including degree level engineering education) as percentage of total expenditure on education (Rs. crore)	Expenditure on higher education (excluding medical and technical edn.)	Expenditure on medical edn. (Rs. crore)	Expenditure on technical education as percentage of total engineering education up to (Rs. degree level) (Rs. crore)	Actual expenditure on technical education (excluding engineering up to degree level) (Rs. crore)	Actual expenditure on medical education as percentage of total expenditure on education	Expenditure on Non-formal education including Library Services as percentage of total expenditure on education.	Total expenditure (Rs. crore)		
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)	(10)	(11)	(12)	(13)	(14)
1976-77	53.64	40.42	48.81	36.78	23.01	17.33	4.21	3.17	2.05	1.54	0.98	0.73	132.70
1977-78	60.39	39.63	57.54	37.76	27.03	17.74	3.87	2.54	2.36	1.54	1.17	0.76	152.30
1978-79	76.82	41.21	66.92	35.90	35.20	18.88	3.48	1.86	2.62	1.40	1.35	0.72	186.30
1979-80	88.17	40.59	79.49	36.59	36.79	16.93	4.72	2.17	3.86	1.77	4.19	1.92	217.20
1980-81	93.30	37.89	95.17	38.65	41.91	17.02	6.10	2.47	3.93	1.59	5.77	2.34	246.10
1981-82	121.16	37.63	132.87	41.27	49.32	15.32	7.53	2.33	4.55	1.41	6.50	2.01	321.91
1982-83	162.85	39.56	177.11	43.02	51.39	12.48	7.80	1.89	4.53	1.10	7.96	1.93	411.61
1983-84	173.34	41.48	160.81	38.48	60.04	14.36	9.35	2.23	5.47	1.30	8.83	2.11	417.81
1984-85	181.53	40.30	179.64	39.88	63.40	14.07	9.63	2.13	5.23	1.16	11.00	2.44	450.43
1985-86	218.34	40.62	215.12	40.03	73.14	13.61	10.71	1.99	7.51	1.39	12.57	2.33	537.39
1986-87	256.16	37.78	288.63	42.58	96.25	14.19	12.01	1.77	8.17	1.20	16.64	2.45	677.85
1987-88	286.98	40.03	290.98	40.59	99.05	13.81	14.14	2.01	8.69	1.21	16.74	2.33	716.85
1988-89	323.33	37.74	380.08	44.36	109.62	12.79	18.75	2.18	9.19	1.07	15.66	1.82	856.63
1989-90	351.07	36.58	425.64	44.35	134.69	14.03	19.45	2.02	12.62	1.31	16.84	1.67	959.53
1990-91	492.89	35.41	628.07	45.12	206.88	14.86	30.96	2.22	16.35	1.17	16.65	1.19	1391.89
1991-92	496.10	35.55	629.41	45.10	199.86	14.32	29.91	2.14	16.43	1.17	23.64	1.69	1395.41
1992-93	663.42	36.47	813.75	44.74	255.26	14.03	31.62	1.73	22.63	1.24	32.03	1.76	1818.71

N.B. R.E.—Revised Estimates; B. E.—Budget Estimates
 Source : Finance Department, Government of West Bengal.

TABLE 2.2
West Bengal : Outlay on Education

Year	Non-Plan outlay on education as percentage of total State expenditure
(1)	(2)
1976-77	12.89
1977-78	10.93
1978-79	10.97
1979-80	11.31
1980-81	11.54
1981-82	12.97
1982-83	12.54
1983-84	13.04
1984-85	12.19
1985-86	13.94
1986-87	17.78
1987-88	17.04
1988-89	18.78
1989-90	19.65
1990-91	22.31
1991-92 (R.E.)	18.89
1992-93 (B.E.)	21.10

Source : Finance Department, Government of West Bengal.

TABLE 2.3
Comparison of Normative and Actual Expenditure (Non-Plan) in 1986-87

	Actual expenditure (Rs. Crore)	Normative expenditure (Rs. Crore)	Deviation from actual (Rs. Crore)	Percentage deviation from actual	Per capita actual expenditure (Rs.)	Per capita normative expenditure (Rs.)	Per capita deviation from actual (Rs.)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Primary Education							
1. Andhra Pradesh	233.23	239.91	6.68	2.87	39.21	40.33	1.12
2. Bihar	336.52	275.47	(-) 61.04	(-) 18.14	42.74	34.99	(-) 7.75
3. Gujarat	233.36	204.95	(-) 28.39	(-) 12.17	61.24	53.79	(-) 7.45
4. Haryana	56.74	52.72	(-) 4.00	(-) 7.07	37.76	35.09	(-) 2.67
5. Karnataka	224.15	204.19	(-) 19.95	(-) 8.90	53.61	48.84	(-) 4.77
6. Kerala	232.62	135.61	(-) 97.00	(-) 41.70	82.71	48.22	(-) 34.49
7. Madhya Pradesh	255.10	247.23	(-) 7.86	(-) 3.08	43.31	41.98	(-) 1.34
8. Maharashtra	409.00	377.54	(-) 31.45	(-) 7.69	58.06	53.60	(-) 4.46
9. Orissa	96.14	130.10	33.96	35.33	32.97	44.62	11.65
10. Punjab	81.84	70.08	(-) 11.75	(-) 14.36	43.78	37.49	(-) 6.29
11. Rajasthan	168.45	173.49	5.04	3.00	42.33	43.59	1.27
12. Tamil Nadu	269.62	324.03	54.41	20.18	50.82	61.08	10.26
13. Uttar Pradesh	412.81	491.81	78.99	19.14	33.15	39.49	6.34
14. West Bengal	207.94	291.65	83.71	40.26	34.14	47.88	13.74
Fourteen Major States	3,217.51	3,218.85	1.34	0.04	44.89	44.91	0.02

Source : Report of the Ninth Finance Commission, December, 1989.

TABLE 2.4

Comparison of Normative and Actual Expenditure (Non-Plan) in 1986-87

	Actual expenditure (Rs. Crore)	Normative expenditure (Rs. Crore)	Deviation from actual (Rs. Crore)	Percentage deviation from actual	Per capita actual expenditure (Rs.)	Per capita normative expenditure (Rs.)	Per capita deviation from actual (Rs.)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Secondary Education							
1. Andhra Pradesh	152.18	160.17	7.99	5.25	25.58	26.93	1.34
2. Bihar	98.88	137.96	39.08	39.53	12.56	17.52	4.96
3. Gujarat	145.82	146.23	40.50	0.28	38.27	38.38	0.11
4. Haryana	63.18	79.30	16.11	25.50	42.05	52.78	10.72
5. Karnataka	97.20	132.46	35.26	36.28	23.25	31.68	8.43
6. Kerala	134.73	177.78	43.04	31.95	47.91	63.21	15.30
7. Madhya Pradesh	160.50	166.13	5.63	3.51	27.25	28.21	0.96
8. Maharashtra	347.40	281.45	(-)	65.95	(-) 18.98	49.32	39.95
9. Orissa	85.40	101.27	15.87	18.59	29.29	34.73	5.44
10. Punjab	115.78	90.68	(-)	25.09	(-) 21.68	61.93	48.51
11. Rajasthan	111.64	124.26	12.61	11.30	28.05	31.22	3.17
12. Tamil Nadu	156.13	213.23	57.09	36.57	29.43	40.19	10.76
13. Uttar Pradesh	289.62	254.36	(-)	35.25	(-) 12.17	23.26	20.43
14. West Bengal	262.24	158.93	(-)	103.30	(-) 39.39	43.05	26.09
Fourteen Major States	2,220.75	2,224.26		3.51	0.16	30.98	31.03
							0.05

Source : Report of the Ninth Finance Commission, December 1989.

TABLE 2.5
Normative and Actual Expenditure (Non-Plan), 1986-87

	Actual expenditure (Rs. Crore)	Normative expenditure (Rs. Crore)	Deviation from actual (Rs. Crore)	Percent deviation from actual	Per capita actual expenditure (Rs.)	Per capita normative expenditure (Rs.)	Per capita deviation from actual (Rs.)
	(1)	(2)	(3)	(4)	(5)	(6)	(7)
Higher Education							
1. Andhra Pradesh	125.85	116.27	(-) 9.57	(-) 7.61	21.16	19.55	(-) 1.61
2. Bihar	91.89	153.59	61.70	67.15	11.67	19.51	7.84
3. Gujarat	57.80	56.98	(-) 0.81	(-) 1.41	15.17	14.95	(-) 0.21
4. Haryana	25.48	20.71	(-) 4.76	18.72	16.96	13.78	(-) 3.17
5. Karnataka	84.15	72.81	(-) 11.35	(-) 13.48	20.13	17.41	(-) 2.71
6. Kerala	75.02	58.36	(-) 16.66	(-) 22.21	26.67	20.75	(-) 5.92
7. Madhya Pradesh	61.11	48.66	(-) 12.45	(-) 20.38	10.38	8.26	(-) 2.11
8. Maharashtra	123.39	119.54	(-) 3.85	(-) 3.12	17.52	16.97	(-) 0.55
9. Orissa	32.11	49.84	17.73	55.28	11.01	17.09	6.08
10. Punjab	39.72	31.13	(-) 8.59	(-) 21.62	21.25	16.65	(-) 4.59
11. Rajasthan	42.54	45.35	2.81	6.60	10.69	11.39	0.71
12. Tamil Nadu	110.38	66.50	(-) 43.88	(-) 39.76	20.81	12.53	(-) 8.27
13. Uttar Pradesh	92.48	104.39	11.91	12.88	7.43	8.38	0.96
14. West Bengal	87.59	105.43	17.84	20.37	14.38	17.31	2.93
Fourteen Major States	1049.51	1049.51	0.05	0.0052	14.64	14.64	0.00

Source : Report of the Ninth Finance Commission, December 1989.

TABLE 2.6

Educational expenditure as percentage of (a) national income (b) total Government expenditure

	Year	(a)	(b)
India	1980	2.8	10.0
India	1985	3.3	9.4
West Bengal	1985-86	10.48	13.94
China	1980	2.5	6.1
Indonesia	1981	2.0	9.3
Malyasia	1985	6.6	16.3
Thailand	1987	3.6	17.9
S.Korea	1987	4.2	26.6
Mexico	1983	2.8	6.4
Brazil	1986	4.5	17.7
Japan	1986	5.0	17.7
France	1983	5.8	18.0
W. Germany	1986	4.4	9.2
Italy	1986	4.0	8.6
U.K.	1984	5.1	11.3
U.S.S.R.	1984	6.8	10.2
U.S.A.	1970	6.5	19.4

Source : UNESCO, Statistical Year Book, and Economic Review, 1986-87, Government of West Bengal.

TABLE 2.7

Salary component as a proportion of expenditure on education by sectors in West Bengal.

Year	Salary component as percentage of total expenditure on Primary Education	Salary component as percentage of total expenditure on Secondary Education	Salary component as percentage of total expenditure on Higher Education excluding Medical and Technical Education but including Engineering Education up to Degree Level	Salary component as percentage of total expenditure on Medical Education	Salary component as percentage of total Expenditure on Technical education Excluding Engineering Education up to Degree Level	Salary component as percentage of total expenditure on Non-Formal education including Library Services
(1)	(2)	(3)	(4)	(5)	(6)	(7)
1976-77	93.43	92.13	80.00	57.48	79.02	30.61
1977-78	91.63	96.10	78.24	62.27	72.03	38.46
1978-79	90.24	95.14	85.36	73.27	69.84	37.03
1979-80	92.00	96.84	84.91	71.61	68.13	23.38
1980-81	93.91	95.56	80.86	66.88	72.51	32.06
1981-82	94.45	96.83	82.86	65.60	70.76	32.76
1982-83	96.05	97.43	82.73	76.66	83.44	48.86
1983-84	95.43	97.12	81.09	78.18	77.14	51.18
1984-85	95.94	97.05	86.65	76.63	77.63	77.05
1985-86	93.44	96.54	86.91	69.18	70.03	50.99
1986-87	94.35	97.33	79.42	78.60	70.01	51.38
1987-88	94.74	96.35	78.79	73.21	66.82	47.07
1988-89	94.24	94.09	79.35	64.69	78.99	40.74
1989-90	93.23	97.85	70.95	72.88	79.95	46.13
1990-91	95.09	95.33	82.12	69.59	69.79	46.29
*1991-92	94.34	96.11	79.66	65.73	58.48	50.15

* Budget Estimates

A.C.E.B.7 West Bengal
 Date 24.9.92
 Acc. No. 5337



TABLE-2.8
Number of Educational Institutions in West Bengal

Institution	1976-77	1991-92
(1)	(2)	(3)
Primary Schools (Class I – Class V)	40,941	51,021
Secondary Schools (Class VI – Class X)	7,874	8,443
Higher Secondary Schools* (Class XI – Class XII)	695	1,574
Colleges (general education leading to Graduation)	225	315
State Universities	6	7

* In addition 266 Colleges where Higher Secondary courses are taught.

Source : Government of West Bengal.

TABLE 2.9
Enrolment in Institutions

Institutions	1976-77	1991-92
(1)	(2)	(3)
Primary Schools	5,083,099	9,209,000
Secondary Schools	2,487,632	6,903,754
Higher Secondary Schools	60,429	285,811
Colleges	175,000 *	262,700 *
State Universities	24,000 *	33,600 *

* Approximate estimates

Source : Government of West Bengal.

TABLE 2.10
State-wise Enrolment Ratios in Classes I-V and VI-VIII : 1979-80

State	Classes I-V (6-11 Years)			Classes VI-VIII (11-14 Years)		
	Boys	Girls	Total	Boys	Girls	Total
Andhra Pradesh	93.8	87.7	81.0	27.8	14.8	21.4
Assam (I to IV)	90.0	87.1	78.8	48.6	32.7	40.7
Bihar	104.2	47.4	76.7	41.0	13.8	27.8
Gujarat	118.7	84.6	102.2	57.9	35.4	46.9
Haryana	91.0	45.8	71.0	62.7	24.4	44.8
Himachal Pradesh	126.8	85.6	105.6	87.8	37.8	62.4
Jammu & Kashmir	93.3	51.7	72.4	57.0	27.4	42.2
Karnataka	89.1	73.3	81.4	55.2	34.7	45.2
Kerala	103.4	102.2	102.8	91.8	85.3	88.6
Madhya Pradesh	84.9	43.2	64.8	45.0	15.5	30.8
Maharashtra	124.4	97.5	111.4	58.8	33.7	46.5
Manipur	97.7	73.3	85.3	44.7	23.1	33.3
Meghalaya	120.7	115.7	118.2	44.2	36.9	40.4
Nagaland	137.5	117.9	127.8	100.0	78.3	89.1
Orissa	96.5	66.9	82.2	39.0	18.9	29.2
Punjab	118.1	107.6	113.0	68.4	48.4	59.0
Rajasthan	88.0	30.4	60.2	44.5	11.4	28.7
Sikim	150.0	100.0	125.0	44.4	22.2	33.3
Tamil Nadu	121.1	103.3	112.2	64.9	41.2	53.3
Tripura	94.7	66.9	80.7	45.1	39.0	41.8
Uttar Pradesh	91.0	45.1	68.9	53.3	18.7	36.8
West Bengal	104.4	69.7	87.4	49.4	33.8	41.7
All-India	100.2	65.6	83.4	51.5	27.2	39.7

Source : Centre for Monitoring Indian Economy, Government of India, September 1982.

TABLE 2.11

State-wise Enrolment Ratios in Classes I—V and VI—VIII : 1983-84

State	Classes I-V (6-11 Years)			Classes VI-VIII (11-14 Years)		
	Boys	Girls	Total	Boys	Girls	Total
Andhra Pradesh	110.3	83.4	97.3	49.4	28.5	39.4
Arunachal Pradesh	119.3	72.8	96.3	49.8	23.1	36.4
Assam	68.9	56.5	62.9	56.0	38.7	47.6
Bihar	110.3	52.5	82.3	45.4	14.5	30.5
Goa (including Daman & Diu)	116.3	103.8	110.1	107.0	82.8	94.6
Gujarat	128.2	94.1	111.7	67.5	42.3	55.3
Haryana	107.6	69.1	88.9	74.6	33.2	54.9
Himachal Pradesh	148.2	106.5	126.2	114.7	61.3	87.0
Jammu & Kashmir	112.8	58.4	84.5	67.9	30.2	48.6
Karnataka	91.8	81.6	86.9	76.4	42.5	59.9
Kerala	96.4	97.1	96.8	91.1	89.3	90.2
Madhya Pradesh	100.9	57.9	80.3	49.9	18.9	35.0
Maharashtra	187.2	113.4	125.9	73.8	43.4	59.9
Manipur	127.9	100.4	114.0	70.2	44.2	56.7
Meghalaya	122.6	112.1	117.3	54.7	39.1	46.7
Mizoram
Nagaland	123.6	98.7	110.1	54.0	40.8	47.4
Orissa	104.8	73.0	89.5	46.5	25.9	36.5
Punjab	109.9	97.0	103.7	70.9	55.2	63.5
Rajasthan	106.3	41.3	74.8	57.5	14.9	36.8
Sikkim	198.5	148.3	173.6	76.7	46.6	61.6
Tamil Nadu	136.4	122.8	129.8	76.7	53.2	65.3
Tripura	131.5	99.5	115.4	56.2	34.2	44.5
Uttar Pradesh	105.9	52.9	80.2	64.7	20.5	43.3
West Bengal	108.3	82.8	96.0	62.7	46.0	54.5
All-India	110.3	75.5	93.4	62.7	34.4	48.9

Source : Centre for Monitoring Indian Economy, Government of India, September 1987.

TABLE 2.12
State-wise Students Enrolment Ratios in Classes I-V to VI-VIII : 1987-88

	Classes I-V (6-11 Years)			Classes VI-VIII (11-14 Years)		
	Boys	Girls	Total	Boys	Girls	Total
States						
Andhra Pradesh	118.2	88.5	103.5	61.1	34.8	48.0
Arunachal Pradesh	110.1	75.5	92.9	47.9	28.8	37.5
Assam	112.2	98.8	105.7	60.2	44.8	52.8
Bihar	107.2	53.8	80.8	49.7	17.1	33.6
Goa (including Daman and Diu)	119.6	108.5	114.1	110.6	95.8	103.3
Gujarat	128.1	99.9	114.3	68.4	44.8	56.9
Haryana	97.6	72.8	85.4	81.3	44.1	63.7
Himachal Pradesh	121.6	104.6	113.2	108.9	76.4	92.9
Jammu & Kashmir	101.3	66.9	84.6	71.2	39.7	55.9
Karnataka	113.0	96.2	104.7	63.0	45.1	54.1
Kerala	109.1	107.0	108.1	98.0	95.7	96.9
Madhya Pradesh	119.5	78.2	99.5	71.1	29.0	50.5
Maharashtra	130.7	112.2	121.7	82.0	55.8	69.2
Manipur	125.5	104.8	115.3	82.7	60.9	72.0
Meghalaya	102.3	99.0	100.6	62.0	53.5	57.7
Mizoram	139.6	134.2	136.9	71.1	70.2	70.7
Nagaland	118.8	117.7	118.3	60.7	52.4	56.7
Orissa	112.4	83.6	98.1	51.4	28.4	39.9
Punjab	97.7	91.8	94.9	67.0	56.5	62.1
Rajasthan	110.0	47.2	79.6	63.9	17.0	41.2
Sikkim	128.0	105.4	116.8	59.1	49.4	54.4
Tamil Nadu	139.6	123.8	131.8	97.2	71.0	84.3
Tripura	142.8	118.1	130.7	76.5	58.0	67.4
Uttar Pradesh	93.9	53.3	74.7	64.4	24.5	45.7
West Bengal	134.9	101.0	118.1	72.7	57.6	65.2
All-India	113.1	81.8	97.9	68.9	40.6	55.1

Source : Centre for Monitoring Indian Economy, Government of India, September 1991.

TABLE 2.13
Primary Education in West Bengal

		1973	1978	1986
1.0	No. of Primary Schools in rural areas	33,980	36,222	40,724
1.1	No. of Primary Schools in urban areas	5,152	6,437	7,732
1.2	Total Number of Primary Schools	39,132	42,659	48,456
2.0	Primary Schools according to type of building	N. A.		
2.1	Pucca building	"	8,586	13,551
2.2	Partly Pucca building	"	8,713	13,579
2.3	Kachcha building	"	16,509	15,432
2.4	Thatched Huts	"	6,912	3,461
2.5	Tents	"	53	54
2.6	Open Space	"	1,886	2,379
	Total		42,659	48,456
3.0	Primary schools according to instructional rooms			
3.1	Nil	N. A.	N. A.	2,379
3.2	One room	"	"	13,941
3.3	Two "	"	"	11,370
3.4	Three "	"	"	9,101
3.5	Four "	"	"	8,191
3.6	Five "	"	"	2,096
3.7	More than five rooms	"	"	1,378
	Total			48,456
4.0	Enrolment			
4.1	Enrolment in Class I	2,581,802	2,516,998	2,419,036
4.2	Enrolment in Class II	1,122,058	1,136,358	1,362,992
4.3	Enrolment in Class III	771,632	890,401	1,155,457
4.4	Enrolment in Class IV	561,303	656,930	973,622
4.5	Enrolment in Class V	425,144	576,904	922,804
4.6	Enrolment in Class I-V	5,461,939	5,777,591	6,883,911
5.0	Age Specific Enrolment (6-11 years)			
5.1	Enrolment Class I-V (6-11 years)	74.17%	80.61%	78.86%
6.0	Drop out in relation to total enrolment in Class I			
6.1	Drop out Class II	1,459,744 (56.54%)	1,380,640 (54.85%)	1,046,044 (43.65%)
6.2	Drop out Class III	1,810,170 (70.11%)	1,626,597 (64.62%)	1,263,579 (52.23%)
6.3	Drop out Class IV	2,156,658 (83.53%)	1,940,094 (77.08%)	1,496,232 (61.85%)

TABLE 2.13 (Contd.)

	1973	1978	1986
7.0 Pupil-Teacher Ratio in Primary Stage			
7.1 Number of teachers.	N. A.	158.343	167,172
7.2 % of trained teachers.	„	51.10	64.13
7.3 Pupil-teacher ratio	„	36.5	41

N. A. — Not Available

SOURCE :

1. Third All India Educational Survey.
Date of Reference : 31st December, 1973.
Tables : 13, 51, 54, 57, 60, 63, 111.
2. Fourth All India Educational Survey.
Date of Reference : 30th September, 1978.
Tables : 50, 60, 152, 130.
3. Fifth All India Educational Survey.
Date of Reference : 30th September, 1986.
Tables : 3, 7, 8, 9, 18, 24, 35, 27.

TABLE-2 14

Upper Primary/Middle Education West Bengal

	1973	1978	1986
1.0 No. of Schools in rural areas	2,279	2,591	2,539
1.1 No. of Schools in urban areas	529	491	588
1.2 Total Number of Schools	2,808	3,082	3,127
2.0 Upper Primary Schools according to type of building			
2.1 Pucca building	N. A	1,383	1,553
2.2 Partly Pucca building	"	982	1,014
2.3 Kachcha building	"	657	504
2.4 Thatched Huts	"	60	54
2.5 Tents	"	—	2
2.6 Open Space	"	—	0
Total		3,082	3,127
3.0 Upper Primary Schools according to number of instructional rooms			
3.1 Nil	N. A	N. A	—
3.2 1-2 rooms	"	"	57
3.3 3-4 "	"	"	1,199
3.4 5-6 "	"	"	1,298
3.5 7-8 "	"	"	439
3.6 More than 8 rooms	"	"	134
Total			3,127
4.0 Enrolment			
4.1 Enrolment in Class VI	419,768	463,493	719,285
4.2 Enrolment in Class VII	356,488	386,073	600,405
4.3 Enrolment in Class VIII	325,232	347,153	529,875
4.4 Enrolment in Class VI – VIII	1,101,488	1,196,719	1,849,564
4.5 Percentage of increase		+ 8.64	+ 54.55
5.0 Age Specific Enrolment (11-14 years)			
Enrolment in Class VI-VIII (11-14 years)	19.01%	30.53%	41.01%
6.0 Drop out in relation to total enrolment in Class I			
6.1 Drop out in Class VI	2,162,034 (83.74%)	2,053,504 (81.6%)	1,699,751 (70.26%)
6.2 Drop out in Class VII	2,225,314 (86.2%)	2,130,925 (84.66%)	1,818,631 (75.18%)
6.3 Drop out in Class VIII	2,256,570 (87.40%)	2,169,845 (86.20%)	1,889,161 (78.1%)

TABLE-2 14 (Contd.)

	1973	1978	1986
7.0 Pupil-Teacher ratio in Upper Primary/Middle Stage			
7.1 No. of Teachers	N. A.	36,283	44,630
7.2 Percentage of Trained Teachers	"	59.38	71.32
7.3 Pupil-Teacher ratio	"	33	41

N.A — not available

- Source : 1. Third All India Educational Survey.
Date of Reference : 31st December, 1973.
Tables : 14, 67, 70, 73, 114.
2. Fourth All India Educational Survey.
Date of Reference : 30th September, 1978.
Tables : 50, 60, 152, 130.
3. Fifth All India Educational Survey.
Date of Reference : 30th September, 1986.
Tables : 2, 7, 8, 9, 20, 24, 27, 35.

TABLE 2.15
Secondary Education in West Bengal

	1973	1978	1986
1.0 No. of Schools in rural areas	1,723	2,577	3,028
1.1 No. of Schools in urban areas	611	1,155	1,453
1.2 Total Number of Schools	2,334	3,732	4,483
1.3 Rate of increase	—	+ 59.89%	+ 20.12%
2.0 Enrolment			
2.1 Class IX	243,321	268,663	442,425
2.2 Class X	185,031	186,289	298,254
2.3 Class IX - X	428,334	454,952	740,679
3.0 Dropout in relation to enrolment in Class VIII			
3.1 Class IX	81,911 (25.2%)	78,490 (22.6%)	87,450 (16.5%)
3.2 Class X	140,201 (43.1%)	160,864 (46.34%)	231,621 (43.71%)
4.0 Pupil-Teacher ratio in Secondary Stage			
4.1 No. of Teachers	N. A.	32,419	48,550
4.2 Percentage of trained teachers	..	69.36	74.69
4.3 Pupil-Teacher ratio	..	14	15

N.A.—Not available

Source :

1. Third All India Educational Survey.
Date of Reference : 31st December, 1973.
2. Fourth All India Educational Survey.
Date of Reference : 30 September, 1976.
Tables : 50, 154, 130.
3. Fifth All India Educational Survey.
Date of Reference : 30 September, 1978.
Tables : 2, 7, 22, 35.

TABLE 2.16
**Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds**

Urban : Boys : Age-group 15-19 years		
States	1983	1987-88
Andhra Pradesh	460	482
Bihar	563	584
Gujarat	534	459
Haryana	347	472
Karnataka	460	508
Kerala	492	558
Madhya Pradesh	610	652
Maharashtra	565	641
Orissa	542	482
Punjab	359	398
Rajasthan	559	556
Tamil Nadu	358	371
Uttar Pradesh	453	496
West Bengal	507	566
All India	500	529

Source : National Sample Survey Organisation, Government of India.

TABLE 2.17
**Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds**

Urban : Boys : Age-group 10-14 years		
States	1983	1987-88
Andhra Pradesh	730	778
Bihar	723	721
Gujarat	837	803
Haryana	805	867
Karnataka	766	762
Kerala	919	931
Madhya Pradesh	838	877
Maharashtra	870	890
Orissa	719	811
Punjab	720	806
Rajasthan	780	825
Tamil Nadu	760	779
Uttar Pradesh	660	700
West Bengal	817	777
All India	785	799

Source : National Sample Survey Organisation, Government of India.

TABLE 2.18

Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds

Urban : Boys : Age-group 5-9 years		
States	1983	1987-88
Andhra Pradesh	793	820
Bihar	487	527
Gujarat	685	717
Haryana	762	828
Karnataka	695	724
Kerala	903	909
Madhya Pradesh	715	747
Maharashtra	773	803
Orissa	707	759
Punjab	829	817
Rajasthan	587	690
Tamil Nadu	851	901
Uttar Pradesh	596	589
West Bengal	707	632
All India	711	730

Source : National Sample Survey Organisation, Government of India.

TABLE 2.19

Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds

Urban : Girls : Age-group 15-19 years		
States	1983	1987-88
Andhra Pradesh	257	292
Bihar	355	354
Gujarat	325	403
Haryana	367	448
Karnataka	350	337
Kerala	465	521
Madhya Pradesh	364	454
Maharashtra	395	473
Orissa	305	362
Punjab	351	472
Rajasthan	208	306
Tamil Nadu	266	270
Uttar Pradesh	336	381
West Bengal	449	430
All India	352	395

Source : National Sample Survey Organisation, Government of India.

TABLE 2.20
**Number of children per 1,000 attending school by sex
 and age-group, NSS 38th and 43rd Rounds**

Urban : Girls : Age-group 10-14 years		
States	1983	1987-88
Andhra Pradesh	606	655
Bihar	540	626
Gujarat	745	754
Haryana	648	808
Karnataka	668	718
Kerala	908	945
Madhya Pradesh	674	777
Maharashtra	795	833
Orissa	637	713
Punjab	770	804
Rajasthan	486	545
Tamil Nadu	627	686
Uttar Pradesh	555	604
West Bengal	757	755
All India	670	719

Source : National Sample Survey Organisation, Government of India.

TABLE 2.21
**Number of children per 1,000 attending school by sex
 and age-group, NSS 38th and 43rd Rounds**

Urban : Girls : Age-group 5-9 years		
States	1983	1987-88
Andhra Pradesh	739	749
Bihar	382	452
Gujarat	675	743
Haryana	659	737
Karnataka	681	703
Kerala	914	909
Madhya Pradesh	583	673
Maharashtra	763	762
Orissa	655	653
Punjab	713	790
Rajasthan	481	554
Tamil Nadu	859	863
Uttar Pradesh	521	495
West Bengal	637	613
All India	659	679

Source : National Sample Survey Organisation, Government of India.

TABLE 2.22
**Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds**

Rural : Boys : Age-group 15-19 years		
States	1983	1987-88
Andhra Pradesh	190	223
Bihar	347	376
Gujarat	336	339
Haryana	387	408
Karnataka	208	282
Kerala	474	465
Madhya Pradesh	269	316
Maharashtra	315	453
Orissa	254	237
Punjab	241	300
Rajasthan	321	381
Tamil Nadu	225	276
Uttar Pradesh	379	393
West Bengal	352	398
All India	324	366

Source : National Sample Survey Organisation, Government of India.

TABLE 2.23
**Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds**

Rural : Boys : Age-group 10-14 years		
States	1983	1987-88
Andhra Pradesh	478	564
Bihar	549	543
Gujarat	690	726
Haryana	778	620
Karnataka	493	632
Kerala	895	911
Madhya Pradesh	561	617
Maharashtra	690	791
Orissa	531	597
Punjab	617	688
Rajasthan	630	685
Tamil Nadu	602	704
Uttar Pradesh	610	632
West Bengal	610	630
All India	615	661

Source : National Sample Survey Organisation, Government of India.

TABLE 2.24
**Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds**

Rural : Boys : Age-group 5-9 years		
States	1983	1987-88
Andhra Pradesh	597	646
Bihar	531	324
Gujarat	505	628
Haryana	587	636
Karnataka	522	577
Kerala	871	965
Madhya Pradesh	415	446
Maharashtra	646	655
Orissa	520	548
Punjab	605	630
Rajasthan	414	492
Tamil Nadu	820	845
Uttar Pradesh	413	452
West Bengal	408	447
All India	456	527

Source : National Sample Survey Organisation, Government of India.

TABLE 2.25
**Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds**

Rural : Girls : Age-group 15-19 years		
States	1983	1987-88
Andhra Pradesh	41	65
Bihar	73	91
Gujarat	136	137
Haryana	57	129
Karnataka	82	107
Kerala	380	403
Madhya Pradesh	43	52
Maharashtra	88	171
Orissa	81	95
Punjab	134	169
Rajasthan	27	26
Tamil Nadu	80	108
Uttar Pradesh	57	78
West Bengal	167	154
All India	106	132

Source : National Sample Survey Organisation, Government of India.

TABLE 2.26

Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds

Rural : Girls : Age-group 10-14 years		
States	1983	1987-88
Andhra Pradesh	247	306
Bihar	223	287
Gujarat	447	501
Haryana	385	511
Karnataka	200	443
Kerala	363	890
Madhya Pradesh	200	302
Maharashtra	439	552
Orissa	269	385
Punjab	530	579
Rajasthan	149	186
Tamil Nadu	347	479
Uttar Pradesh	242	305
West Bengal	469	533
All India	339	419

Source : National Sample Survey Organisation, Government of India.

TABLE 2.27

Number of children per 1,000 attending school by sex
and age-group, NSS 38th and 43rd Rounds

Rural : Girls : Age-group 5-9 years		
States	1983	1987-88
Andhra Pradesh	406	452
Bihar	175	198
Gujarat	436	516
Haryana	383	548
Karnataka	373	499
Kerala	860	835
Madhya Pradesh	247	265
Maharashtra	496	563
Orissa	360	438
Punjab	533	575
Rajasthan	152	249
Tamil Nadu	733	764
Uttar Pradesh	223	279
West Bengal	357	412
All India	355	404

Source : National Sample Survey Organisation, Government of India.

TABLE 2.28
**Percentage of literates to estimated population
aged 7 years and above in 14 major States**

States	1981 (all Persons)	States	1991 (all persons)
(1)	(2)	(3)	(4)
Kerala	81.56	Kerala	90.59
Maharastra	55.83	Tamil Nadu	63.72
Tamil Nadu	54.38	Maharastra	63.05
Gujarat	52.21	Gujarat	60.91
West Bengal	48.64	West Bengal	57.72
Punjab	48.12	Punjab	57.14
Karnataka	46.20	Karnataka	55.98
Haryana	43.85	Haryana	55.33
Orissa	40.96	Orissa	48.55
Andhra Pradesh	35.66	Andhra Pradesh	45.11
Madhya Pradesh	34.22	Madha Pradesh	43.45
Uttar Pradesh	33.33	Uttar Pradesh	41.71
Bihar	32.03	Rajasthan	38.81
Rajasthan	30.09	Bihar	38.54
All India	43.56	All India	52.11

Source : Selected Educational Statistics 1990-91, Ministry of Human Resource Development,Department of Education, Government of India.

TABLE 2.29
Gross Enrolment Ratios For Different Levels

Country (Year)	Year	First Level		Second Level		Third Level	
		Ratio	Age Group	Ratio	Age Group	Ratio	Age Group
Egypt	1984	86	6-11	60	12-17	20.0	20-24
Nigeria	1983	92	6-11	29	12-18	2.8	"
Canada	1984	106	6-11	103	12-17	51.6	"
Cuba	1984	106	7-12	43	13-18	11.0	"
Nicaragua	1984	99	7-12	43	13-18	11.0	"
United States	1983	101	6-13	94	14-17	57.1	"
Argentina	1984	107	6-12	65	13-17	29.3	"
Chile	1985	106	6-13	67	14-17	15.9	"
Bangladesh	1985	60	6-10	18	11-17	5.0	"
China	1984	118	7-11	37	12-16	1.4	"
India	1983	92	6-10	35	11-17	8.9	"
Iraq	1984	102	6-11	54	12-17	11.0	"
Japan	1984	101	6-11	94	12-17	29.0	"
Korea, Republic of	1985	96	6-11	89	12-17	34.0	"
Pakistan	1984	49	5-9	17	10-16	4.5	"
Czechoslovakia	1984	99	6-13	41	14-17	16.1	"
France	1984	106	6-10	89	11-17	29.2	"
German Demo- cratic Republic	1984	99	6-9	79	10-18	30.4	"
Germany, Federal Republic of	1984	97	6-9	93	10-18	29.4	"
United Kingdom	1983	101	5-10	84	11-17	22.2	"
Australia	1984	108	6-11	94	12-16	27.0	"
U.S.S.R.	1984	105	7-11	98	12-16	22.0	"

Source : Statistical Year Book, UNESCO, 1989

CHAPTER THREE

The State of Primary Education

3.1 The most wide-ranging changes since 1977 in the educational landscape in the State have been in the sphere of primary education. Most of the controversies voiced in the media and other forums have also taken place over the worthwhileness of these changes. In what follows, we propose to discuss the concerned issues in two parts. In the first part, the discussion will focus on the nature and extent of the major measures introduced in the primary education system in the recent period and the problems which have arisen in their wake. The second part will be mostly an appraisal of suggestions for possible further reforms in the primary education system in the State with a view to enhancing its effectiveness.

Major Developments

3.2 The transformation the primary education scene has recently undergone in the State is impressive. The State government's determination to bring into the fold of education millions of children belonging to hitherto deprived sections especially in the rural areas also deserves plaudits. The number of primary schools have gone up by at least a quarter and student enrolments by more than 80 per cent in the course of these fifteen years ; the distance between a primary school and an inhabited area does not exceed one kilometre in any part of the State. The so-called pre-primary stage of education has been brought under the ambit of primary education. Students do not have to learn two languages simultaneously at the primary stage. English has been excluded from the curriculum of primary teaching in government-aided institutions; all instructions, it has bee decided, will be, as far as possible, through the mother tongue. In effecting this particular change, West Bengal has however merely folowed the pattern already established in most other parts of the country; there is hardly any State where the teaching of English as a second language is introduced before the secondary stage. Be that as it may, a committee under the chairmanship of Shri Himansu Bimal Majumdar drew up a syllabus which detailed with care the curriculum to be pursued, in Classes I to V, with the mother tongue as the medium of instruction and without the insertion of a second language at this stage.

3.3 Among the other innovations are the decisions to do away with the practice of detention and instead the introduction of a system of continuous evaluation of students, to supply text-books free of charge to students joining the primary schools and the arrangement for a free meal for them. Apparel is also to be supplied once a year to girl students belonging to the scheduled caste and scheduled tribe communities or who are otherwise indigent.

3.4 While establishing new primary schools too, attention has concentrated on areas with a predominance of scheduled caste and scheduled tribe populations. To further encourage the entry of children from tribal communities into primary schools, the government has actively promoted the *ol* script and has announced an ambitious programme of hostel accommodation exclusively for occupancy by *adivasi* children. This is in adition to the proposed scheme to build structures for new schools and repair old school buildings with the active cooperation of the *panchayat* bodies.

3.5 It is equally necessary to refer to the overhaul of the organisational infrastructure for primary education: A State-level Primary School Education Board, for which provision already existed in the Primary Education Act of 1973, has been established. The Board is supposed to exercise jurisdictional authority over the District Primary Education Councils; the objective is as much to decentralise as to democratise the primary education system. The number of primary school teachers has increased very significantly, and proposals are on the anvil to improve and expand the training of teachers. By 1991, the average number of teachers per primary school has

risen to three. Going by the reported data on enrolments, the total number of students in Classes I to V is currently in the neighbourhood of 9 million, covering almost 90 per cent of children belonging to the relevant age-group.

3.6 Additionally worth mentioning is the considerable increase in the pay and allowances of primary school teachers—as well as in their retirement benefits—because of a series of decisions taken by the State government following the recommendations of the Second and the Third Pay Commissions. There is fair ground for believing that the scale of emoluments for primary school teachers in this State is about the highest in the country.

3.7 The new thrust on primary education is of course not the only reason for the state of ferment the West Bengal countryside is currently in; land reforms, the introduction of a democratic structure of rural administration through the *panchayat* system, and the funnelling of substantial development funds through it, have been the other contributory factors. Even so, it would be less than charitable not to admit the deep enthusiasm the reordering of the primary school system has by itself generated in rural areas.

3.8 And yet, a cautionary note has to be inserted. To give vent to cynicism regarding the credentials of the State government or to doubt its sincerity in announcing the changes that have been announced would doubtless be less than charitable. The question nonetheless arises whether the outlay of close to a thousand crore of rupees the government is now incurring annually on primary education would pass the test of a strict cost-benefit analysis. We cannot get away from the fact that as much as 95 per cent of this outlay is for the payment of remunerations and other benefits to the staff. The student-teacher ratio in primary schools, according to official claims, is 40 : 1; the government's intention is to bring it down further to 30 : 1. The task of implementing this commitment will have its own implications.

3.9 The other outstanding problems should not be underrated either. The promise of an extensive school-building programme notwithstanding, not much has been achieved in this direction in the course of the past fifteen years; a vast majority of the schools continue to be overcrowded ; children are huddled in worn-out, ramshackle structures or *kutcha* sheds exceedingly vulnerable to the elements. The supply of equipment such as blackboards, maps, globes, etc., is either minimal or non-existent. The attendance on the part of teachers is irregular and fitful. Members of the Commission during their tour of the districts had some evidence of habitual absenteeism on the part of teachers; such has also been partly the experience of members of the Subjects Committee on Education of the West Bengal Legislative Assembly. (See Fourth Report of the Committee tabled on March 24, 1992)

Drop-outs and Other Problems

3.10 Although it is suggested that drop-outs have declined significantly under the new arrangements, hard statistics in support of the assertion are difficult to come by reality; the suspicion lingers, is somewhat less encouraging. The principle of 'no detention' up to Class V was adopted in the belief that this would discourage drop-outs; since the threat of not promoting children to the upper classes would not be there, parents, it was argued, would not mind letting their wards continue to attend school, since no student would normally need to spend beyond five years. The Subjects Committee on Education has however drawn attention to the fact that a considerable shrinkage in enrolments occurs progressively as students proceed from Class I to the higher classes. The experience of the members of the Commissioon who visited a number of primary schools in the districts has been no different. Whatever information has filtered back indicates that the practice of 'no detention' has encouraged greater slipshodness in teaching and learning. Economically hard-up parents soon discover that attendance in schools for one year—and even two years—has not meant any substantial improvement in the general level of

awareness of their children or in the content of their learning. Such a realisation has sometimes led to the decision it would make better sense to withdraw the children from school and to put them to work in fields or workshops, thereby adding immediately to the household income.

3.11 The no-detention policy is however not the only factor contributing to this discouraging state of affairs. The number of teachers has increased substantially in the course of the past fifteen years, and emoluments made quite attractive. But the quality of teaching has marked time. The appointed teachers may on paper possess the minimum academic qualifications to teach at a primary school; their interest in teaching may however be only marginal. This could be for several reasons. The individual appointed as teacher may combine the profession of teaching with a number of other activities. He may be a full-fledged political functionary or an elected member of a *panchayat* body. He may even devote the time he should spend on teaching in the school for actual cultivation. The Commission's attention has been drawn to instances where teachers drawing full-time salary from the primary schools are actively engaged in money-lending or in dealerships. Cases are not altogether rare either where a teacher has sub-contracted his teaching function to a number of cronies whose qualifications and flair for teaching are altogether suspect.

3.12 Many of these deficiencies have arisen because the system of school inspection has in practice become defunct, and no real accountability exists anywhere. Various factors are attributable for the emergence of this situation. The number of schools has gone up by leaps and bounds, while the strength of the school inspectorate has not been raised *pari passu*. The heavy increase in the load of responsibility placed on the staff of the district inspectorate because of the need to prepare pay bills and service records—the load of work on account of which has jumped several times in the recent period—has also led to a gradual de-emphasis of their main task of school inspection. A point mentioned in this connection cannot be altogether brushed aside. Primary school teachers in the rural milieu are often locally influential persons; sub-inspectors of schools who go for inspection are therefore inhibited to report objectively on the standard of teaching.

3.13 There are a number of other factors to be taken into account. The scheme of offering a meal — strictly a 'tiffin'— to the students has thinned out over the years. It was in West Bengal never a proper mid-day meal scheme as in the case of a State like Tamil Nadu; the arrangement was generally confined to the free distribution of a loaf of bread to each child attending school. Budgetary provision under this head has shrunk over the years; the arrangement has now reduced to dependence on the supply of loaves of bread — or the surrogate, 'balahar' — by voluntary agencies. In periods when these agencies have failed to maintain a regular flow of supply, the distribution has come to a stop. The supply of clothing once a year to girls from scheduled caste and scheduled tribe households and other poor families has also been haphazard. The retention of children in primary schools has been affected as a result.

3.14 The supply of books, supposedly to be distributed through the *panchayat samitis*, has been generally irregular. Often books have reached the children after considerable delay. Sometimes the supply of books falls woefully short of the actual requirement and a number of students have to remain satisfied with books used in previous years by other students; this leads to a certain demoralisation.

3.15 Admittedly, between the intent and the realisation, a big chasm has developed. Funds are being spent in the name of primary education on an unprecedented scale in the West Bengal countryside. The content of learning that is being imparted is however full of holes; primary schools are not proving to be the magnet of attraction for children in the age-group of 5 to 9 it was hoped they would be. The Commission does not want to belittle the tremendous enthusiasm unleashed in the rural sector consequent to the several new official initiatives in the

arena of primary education. But just as quality has not kept pace with quantity, real achievements too have failed to bear a reasonable relationship with the vastly increased monetary spending. The abolition of year-end examinations and of the practice of detentions has not been replaced by a credible alternative which could ensure the content and quality of teaching as well as test a child's ability to comprehend and assimilate what he or she was being taught. With no tests and no system of detentions, teachers wanting in a sense of responsibility have taken lightly their assigned duties. The suggestion to organise an internal evaluation in each class on a monthly, or even a weekly, basis has fallen by the wayside. Teachers are often away, official inspection is nominal or non-existent, the school 'attendance' committees are either complacent or ineffective. The circumstances have therefore been tailor-made for the proliferation, even at the primary level, of English-medium institutions of the 'teaching shop' species. The problem is discussed in considerable detail in Chapter Thirteen.

3.16 The Commission wishes to point out that despite the State government's intention to extend the primary stage up to Class V, not more than 5 per cent of the total number of primary schools are currently in a position to conduct teaching at the Class V level. The other official objective to have intensive crash courses for teachers so as to effect improvements in the standard of teaching in primary schools has also not taken off.

3.17 It is imperatively necessary that the disturbing trends in primary education be reversed. The State government, the Commission has not the least doubt, will maintain an open mind and consider carefully whatever suggestions are offered, with goodwill and sincerity, to remedy the situation. A number of such remedial measures are indicated below.

Infrastructural Facilities

3.18 The first stress henceforth has to be on an across-the-board improvement in school buildings and in other basic facilities such as the supply of meals and apparels, and equipment like books, maps, globes, blackboards, etc. The *panchayat* bodies should be invited to participate in an intensive, time-bound programme of building low-cost school structures with the help of local resources. Given the difficult financial position of the State government, it is unlikely that full funding will be available for such a programme. At least one-half of the total cost may therefore be raised through voluntary contributions from local people; such contributions may even include the contribution of free labour. The Zilla Parishad may work out a master plan for the purpose, and delegate the responsibility for the programme to *panchayat samitis*, which in turn could further sub-divide the work among the *gram panchayats*. Whatever assistance is forthcoming from the Public Works and other departments of the government should be welcome, but the blueprints for low-cost structures must be independently commissioned by the Zilla Parishad. If necessary, advice may be sought from experts working in Kerala and Karnataka, two States with considerable experience in building, within a very short period, thousands of low-cost structures both in rural and urban areas.

3.19 The supply of free books at the beginning of each academic year has to be ensured, and the practice of supplying new books to some children and old books to some others must be straightaway discarded. The District Primary Education Councils may be entrusted with the responsibility for supervising this task; they must however coordinate effectively with the district inspectorates of schools and the *panchayat samitis*. The well-knit apparatus of the *panchayat* bodies in the State should play a key role here. The schedule of book distribution must be planned ahead; the difficulties encountered in the past must be pin-pointed and solutions thought out well in advance.

3.20 The availability of infrastructural facilities cannot by itself ensure a qualitative improvement in teaching. The standard of teaching mostly depends on the standard of teachers. While there has been a dramatic increase in the number of primary schools and the enrolment at

the primary stage has shown spectacular progress, drop-outs, as mentioned above, still persists. Not more than 30 per cent of those enrolled in Class I stay the stretch till the completion of Class V, and this despite the fact that the practice of 'no detention' has been accepted as official policy for this phase of education. This situation is no doubt partly attributable to the economic circumstances afflicting an overwhelming section of the children enrolled in primary schools as well as to the admitted deficiencies in the infrastructure available to the schools. A large measure of the responsibility for the drop-outs must nonetheless lie with the indifferent quality of both teachers and teaching. It is, to say the least, a disturbing state of affairs, which has frustrated to a considerable extent the noble intention of the State government to universalise primary education in the shortest possible time.

Training of Teachers and School Inspection

3.21 The Commission would strongly recommend that steps be taken with immediate effect so that no primary school teacher is permitted to engage in any other occupation, profession or economic activity. It is heartening to note in this connection the legislation very recently passed in the State Assembly prohibiting nearly all *panchayat* functionaries from engaging in any other full-time work. No office-bearer of any *panchayat* body, the Commission feels, should remain outside the purview of this legislation. Besides, an administrative fiat or a legal provision is not enough. The Commission would suggest that, for each block, there should be a formal body, consisting of representatives of the *panchayat samiti*, the District Primary Education Council, the district inspectorate of schools and at least two eminent retired teachers of the area, one of whom should preside over it. This committee will monitor and supervise the quality and content of teaching in the schools, and should evolve a procedure whereby the primary school teachers will be simultaneously evaluated, along with their students, on a continuing basis. Such a body will also be ideally placed to assume responsibility for the block-level public library as well as for the distribution of books and other teaching aids to primary schools. It should be its task to ensure the physical maintenance of the primary schools under its jurisdiction and to generate local resources for the purpose to supplement the funds made available from official sources.

3.22 It may also be considered whether a village education committee could not be considered for each village and consist of village elders and social workers interested in the problems of rural education. The block-level committee may consult the village-level committees regarding problems in, and requirements of, the primary schools within the latter's jurisdiction.

3.23 Continuous training of teachers is equally important for improving the quality of education at the primary stage. The District Primary Education Council should organise district-level intensive training courses, conceivably of a month's duration. The number of primary school teachers in a district could well exceed eight thousand; even if such programmes are organised throughout the year, it may therefore take as much as three years to complete such crash training programmes. Since primary schools carry on the average three teachers on their roll, the deputation of one teacher for a month for the training programme will not greatly upset the teaching schedule. In any case, a teacher who returns from such a training course can be expected to contribute a great deal toward improving the quality of teaching. Newly recruited teachers too should go through the mill of a training course. It may also be made obligatory that a teacher, at the end of every five years, will have to join a refresher course again of a month's duration.

3.24 To ensure regular and more competent teaching in the primary schools, the system of school inspection has to be revived and restructured. The block-level committee mentioned above may be assigned the additional task of monitoring school inspection. The actual

inspection of schools has to be done by a representative of the district inspectorate who may be accompanied by a senior or retired teacher from the area. It will be desirable to have at least two inspections during the year. Since the number of schools to be covered in a block may be around fifty or more, it may be necessary to have more than one inspecting team. Many of the problems of irregular attendance and other such undesirable practices on the part of teachers are likely to be effectively tackled once the inspection of schools is both regular and rigorous. If the *panchayat* bodies and mass organisations could at the same time be mobilised to launch a campaign for the healthy functioning of the schools and the pressure of local public opinion sufficiently brought to bear on the teaching community, the task of inspection is likely to be correspondingly smoother and more purposeful.

Mid-day Meal and Apparel

3.25 There are however other equally basic problems. A mid-day meal programme, or at least a 'tiffin' of a substantive nature, has to be kept going if we hope to reduce drastically the number and proportion of 'drop-outs'. The Commission is not unaware of the huge financial implications of such a programme. This kind of outlay nonetheless has almost as much significance as the wages paid out to teachers. A suggestion proffered before the Commission is well worth considering in this connection. If arrangements are made to supply primary school children with a modest meal prepared in a community kitchen run under the auspices of the village-level committee suggested above, the cost may be significantly brought down. Here too, effort should be directed toward raising a part of the total expenditure — say one-third — from local contributions, including those in the form of cereals or fuel. Liaison should be established with the Department of Food and Civil Supplies so that the larger proportion of cereals needed for the meal programme is made available under the public distribution system. Tamil Nadu has perhaps the best mid-day meal scheme for school children, and the pattern adopted in that State may be studied with profit.

3.26 The Commission will make a similar plea regarding the free supply of apparel to girls from poor families attending primary schools. A commitment which is not fulfilled, or fulfilled only spasmodically, can cause a great deal of disappointment and do immense harm to the objectives the authorities have set before themselves. There are hundreds of thousands of rural households which are inhibited to send children, particularly girls, to schools because of the lack of minimum clothing. Given their proven ability to mobilise support for a cause which they hold dear, it should be possible for the State's *panchayat* network to organise with competence the task of supplying clothing to needy school children. Whatever State funds could be made available may be supplemented, once more, by local contributions. The task cannot however be approached in a casual frame of mind, but has to be organised systematically after due observance of rules and procedures.

3.27 Primary schools must provide scope for sports and physical education as much as for such other recreations as community singing. This should pose no infrastructural problems in the countryside, but, again, has to be organised with some flair and imagination on the part of the teachers with the active support of the local *panchayats* and mass organisations. To arrange playgrounds may pose a problem in urban concentrations. One way out will be to promote the concept of the 'cluster': a number of schools, reasonably close to one another, may evolve an arrangement whereby they share a common playground.

3.28 Young children must be encouraged to combine their education with relaxation. Education should be a source of joy even as it raises the level of awareness. Alongside sports and music, children in primary schools should be imparted some knowledge, in as non-didactic a manner as is possible, on the rudiments of health and environmental conditions and about local flora and fauna, local arts and artisanship, and local resources that can possibly be put to economic use. This is perhaps the best way to introduce them to the realities of life and society.

3.29 The endeavour on the part of the State government to bring about a quantitative and qualitative transformation in the sphere of primary education in the State, and to democratise this system of education so that, within the limits set by the availability of funds and existing constitutional provisions, the same opportunities are available to children belonging to all sections of the community, deserves high commendation. The suggestions of the Commission made in the paragraphs above are intended to strengthen that endeavour. The ultimate objective here has to be to implement the Directive Principles of State Policy concerning elementary education and the emphasis must remain on universalizing facilities, universalizing enrolment and universalizing retention so that goal could be rapidly approached.

Corporation and Municipal Schools

3.30 The Commission considers it important to invite attention to the plight of the primary schools run by the Calcutta Municipal Corporation and the different municipalities. They are, to put it mildly, in extremely bad shape. Most such schools have buildings of their own, but mostly in a dilapidated state. There are a number of teachers, formally qualified, in each school, and they are relatively well paid the number of teachers per school is almost nine. But, according to reports which have reached the Commission, the schools function only fitfully, attendance by teachers is irregular, and, even when classes are held, the quality of instruction imparted is altogether indifferent. It is difficult to avoid the impression that these schools remain neglected because the boys and girls who come to them consist almost entirely of children of slum-dwellers. A large section of teachers do not hesitate to play truant, and monitoring and inspection are as good as non-existent. The number of such schools located within the then jurisdiction of Calcutta Municipal Corporation in 1977-78 was 271, while the number of students studying in these schools was close to 45,000. In 1988-89, following the merger of the erstwhile municipalities of South Suburban, Garden Reach and Jadavpur into the Calcutta Municipal Corporation, while the number of primary schools located within the enlarged jurisdiction of the latter stood at 318, the number of students dwindled to around 35,000. This should not have been the case. The Clacutta Municipal Corporation has an Education Officer, enjoying relatively senior status, who has the responsibility of looking after these schools : The municipalities too have at least one commissioner who is responsible for the administration of the schools under their charge. The Commission can only hope that social accountability will play a role in improving the state of these primary schools.

Issues in Universal Literacy

4.1 Alongside primary education, universal literacy is pivotal for a nation's social and economic progress. The rise in the level of an individual's awareness such literacy ushers in is instrumental for the release of productive forces in society, providing the pre-condition for hastening the pace of growth in industry and agriculture and for the eradication of diverse social evils. The benefits that accrue are on both the individual and the social planes. Literacy transforms an individual into a superior human being, makes him or her more adaptive to training and improved skills, and thus contributes to the prospects of increased earnings for him or her. Because universal literacy raises the level of social awareness across-the-board as well, what also takes place is a sharpening of the perception of the citizenry in regard to developments—and non-developments—both at home and in the world. If it is maintained that social mobilisation is the key element in social transformation, universal literacy has to occupy the top place in the educational agenda of all emerging nations.

4.2 This is where a grim irony rears its head. The suggestion that the achievement of universal literacy is fundamentally important for national development is accepted as axiomatic in each and every quarter; practical steps to reach the goal has however consistently lagged behind. The Kothari Commission had proposed to raise the percentage of literacy at the national level to 60 per cent by 1971 and 80 per cent in 1976. Both dates have long since passed, and yet, not even one-half of the national population can be described as literate even in a perfunctory sense.

The Record in West Bengal

4.3 The record in West Bengal is not much better, and this encompasses the history of most of the past fifteen years too. True, going by the evidence of Census data, some increase in literacy has taken place in the State between 1981 and 1991. (See Table 4.1) The overall rate of literacy increased from 48.7 per cent to 57.7 per cent, while the rate of literacy among women moved up from 36.1 per cent in 1981 to 47.2 per cent in 1991. Since the average level of literacy in the country is 50.8 per cent, the achievement in West Bengal, it may be claimed, is not altogether disappointing. On the other hand, West Bengal is one area where industrial growth on a substantial scale had taken place much earlier than in most other parts of the country. While industrialisation is an economic process, it is also a social process which helps to change the environment. A high level of industrial growth should have lifted spectacularly the level of literacy in the State. For whatever reason, such a development has not taken place. West Bengal is credited to possess the highest degree of general political awareness among the States. This advanced level of political consciousness has failed to push up the rate of literacy either. The contrast with Kerala, which has a similarly high level of political awareness, could not be more glaring. In the southern State, the general rate of literacy exceeds 80 per cent and the rate of literacy among women hovers around 65 per cent. What is equally interesting, literacy as well as elementary education there is evenly spread between the districts and between town and country. In West Bengal, on the other hand, literacy varies sharply both between the urban concentrations and the rural areas as well as between the different districts.

TABLE 4.1
Rates of Literacy in West Bengal (1981 and 1991)

District	1981			1991		
	Persons	Males	Females	Persons	Males	Females
(1)	(2)	(3)	(4)	(5)	(6)	(7)
Cooch Behar	36.97	48.98	23.92	45.79	57.36	33.31
Jalpaiguri	35.12	45.02	24.37	45.09	56.00	33.21
Darjeeling	49.59	60.27	37.31	57.94	67.07	43.18
West Dinajpur	33.02	44.09	21.02	39.32	49.85	27.87
Maldah	28.23	38.59	17.30	35.62	45.61	24.91
Murshidabad	30.67	39.11	21.83	38.28	46.43	29.57
Nadia	44.21	52.59	35.30	52.53	60.05	44.42
24-Parganas (North)	54.75	65.75	42.35	66.81	74.72	57.98
24-Parganas (South)	—	—	—	55.10	68.45	40.57
Calcutta	75.33	79.24	69.66	77.61	81.94	72.09
Haora	60.21	70.65	47.97	67.62	76.11	57.83
Hugli	57.15	67.56	45.53	66.78	75.78	56.90
Medinipur	51.47	66.90	35.17	69.34	81.31	56.65
Bankura	45.13	61.00	28.49	52.04	66.75	36.54
Purulia	35.32	54.00	15.63	43.28	62.17	23.23
Barddhaman	50.11	60.17	38.67	61.89	71.11	51.50
Birbhum	40.57	51.29	29.39	48.56	59.25	37.17
West Bengal	48.65	59.93	36.07	57.71	67.81	46.57

Source : Table C-2, Part IVA, Social and Culture Tables-1981-West Bengal, Directorate of Census Operations, West Bengal.

The district level figures on literacy pertaining to 1991 are approximations and have been computed by the Education Commission.

4.4 It is a matter of some anguish that despite the existence of a State government whose commitment to the cause of universal literacy is beyond question, actual progress in this arena during the major part of its tenure has been below expectations. Instead of blazing a radical trail, West Bengal has been in this respect for the most part a demure camp-follower of the Centre. For one full decade beginning with 1977, the scheme for non-formal education for the age-group of 9-14 years and that of adult education for the age group of 15-35 years, sponsored by the Government of India, were the only instrumentalities for propagating the cause of universal literacy in the State. Although a cell within the State government was supposedly responsible for implementing the two schemes, not much substantial work was done; a lot of time and energy was wasted in inter-departmental jurisdictional disputes. It is only in 1988 that the idea was mooted for establishing a Department of Mass Education Expansion and associating in its work the *panchayat* bodies with a view to spreading the message of universal literacy across the length and breadth of the State. It can be hardly denied that the National Literacy Mission Authority under the umbrella of the Union government has been the catalytic agent for kindling the 'total literacy' campaign in the State.

4.5 The considerable dependence on funds advanced by the Union government — to the extent of two-thirds of the total — is not the major reason for this passivity on the part of the State. Resources needed for a comprehensive universal literacy campaign covering the entire

State are not of a daunting order, and could have been arranged for by the State government on its own even during the decade between 1977 and 1987. This was unfortunately not done and valuable time was allowed to be lost.

4.6 It must nonetheless be stated that the effort put in, in the State over the past two years has considerably made up for the leeway in the past. The evocation of a spirit of voluntary service is basic for the success of any mass movement; the campaign for 'total literacy' too is crucially dependent on this factor. West Bengal is particularly well-endowed in this regard; given the existence of a three-tier *panchayat* apparatus, democratically elected at all levels backed by large scale mobilisation of the peasantry. The *panchayat* units have taken overall charge of the literacy campaign. A Zilla Saksharata Samiti has been constituted, and acts as the apex body for effecting coordination between the *panchayat*, the administration and the voluntary agencies; no hiatus exists in their functioning. Not that deficiencies and weaknesses are totally absent. Even so, it has been a heartening experience to observe the beneficial effects of the close cooperation between the district administration, elected representatives of the people and voluntary organisations involved in the universal literacy campaign. The enthusiasm is contaminating, and the supposedly hide-bound bureaucracy too has, quite transparently, been caught up in the frenzy of innovations and experiments that has infected the West Bengal countryside.

4.7 Eleven out of the seventeen districts in the State have already been covered by the programme, and roughly one crore of citizens are likely to become neo-literates as a result. The State government has announced its intention to make the entire State fully literate within the shortest possible time. While there were one or two false starts, the campaign has gradually picked up speed. Burdwan, Midnapore, Hooghly, Bankura and Birbhum have already been declared as 'fully literate' districts, the criterion of full literacy is where 80 per cent of the population above 9 years and up to 55 years of age have been covered by the programme.

Unified Approach

4.8 Appropriate lessons need to be drawn from the pioneering experiments in the districts which have already attained full literacy. In each of these districts, the district collector and the Sabhadhipati of the Zilla Parishad have worked in perfect unison. Perhaps for the first time, the entire district administration went to the people instead of the people going to the administration; the distinction between an administrator, a *panchayat* official, a volunteer instructor and a political worker was obliterated, each was fired by the challenge of reaching the target of total literacy. Not that this spirit of cooperation has percolated to all levels. There are perhaps still a considerable number among both government officials and political functionaries who need to be convinced that a mass campaign approach can really achieve the kind of success already claimed to be attained in the mentioned districts and can be replicated in the other districts. But, then, awareness is a function of time; the spread of awareness at all levels is equally a function of time. What is necessary is opportunity for continuous discussion, exchange of ideas and airing of problems between senior and junior level functionaries of all agencies. Doubts must be cleared, questions answered and genuine difficulties scrupulously taken care of. The mass literacy campaign is in that sense a two-way learning process: just as the hitherto illiterates are introduced to the wonders of literacy, the teachers and instructors are similarly exposed to the existing social realities. This learning process is a hard terrain, with difficulties strewn all around; but should appreciation of the objective and contents of the programme spread to the grassroots, many of the difficulties are likely to melt away.

4.9 The principal task henceforth is to keep up the momentum that has already been gained. This is one campaign where the active participation of young cadres who have had direct involvement in mass movements has been of tremendous significance. Huge numbers of volunteers could be mobilised without much effort; working with perfect understanding with the

panchayat bodies, they have been able to draw out the people and enlist their support for the successful completion of the programme.

4.10 Irrespective of whether funds continue to flow from the Union government, the State government should by all means continue with the campaign for 'total literacy'. The outlay called for is of an insignificant order in the context of the results achieved and achievable: millions are being rendered literate and prospects are being opened up of a consequential vast upsurge in productivity and production. While planning the future course of activities, the Commission would suggest that the following essential points be kept in mind:

(a) The initial survey to identify the illiterates should be done with care, and monitoring of data as well as evaluation of achievements should be objective as well as punctilious;

(b) The training of volunteer instructors should be strengthened at all the three *panchayat* tiers and the primers made available in sufficiently large numbers so that the volunteers can expeditiously grasp the basics of the new method of teaching;

(c) The campaign could continue to stress the aspects of democratisation as well as decentralisation at all levels; this is indeed crucial for any programme dependent on mass mobilisation;

(d) The experience of the five districts declared to have attained 'full literacy' points to three specific anomalies. First, the programme has been more successful in the rural areas, and the extent of achievement begins to narrow as one approaches urban areas. Second, although the response to the campaign among women is widespread, the actual rate of attainment of literacy does not seem to correspond to the enthusiasm initially noticed. Finally, the success of the campaign remains uneven in the tribal areas. One reason for the lower level of success in urban areas is perhaps the inability to rouse the same spirit of enthusiasm the political movement has been able to generate in the countryside. The somewhat lagged level of attainment among women and in the tribal areas could be on account of the lack of an adequate number of voluntary instructors from amongst Muslim women or with a tribal background. These problems require to be looked into.

Post-literacy Programmes

4.11 All this is however only the beginning of the story. The much more challenging aspect of the 'total literacy' campaign is to sustain the level of awareness among the neo-literate through appropriate and effective post-literacy programmes. The effort and resources currently being put in the campaign will prove counter-productive if there is a slide-back into illiteracy because of inadequate follow-up work. Various ideas are afloat about how this stupendous task could be attended to. One suggestion is to restructure the existing Jana Siksha Nilayams and the rural libraries so that they might function as centres for post-literacy and continuing education. The need is obviously there for setting up more Jana Siksha Nilayams and rural libraries. Funding is likely to be a constraint here. An alternative proposal broached before the Commission is the establishment of hundreds of reading centres for the neo-literate, approximately at the rate of 3 reading centres for each *gram panchayat*. Such centres may be run by the neo-literate themselves, entirely on a voluntary basis, through committees elected by them. The main function of the reading centres will be to subscribe to a newspaper in the mother tongue of the people residing in the area. The reading centres could be open at certain convenient hours during each day of the week. The contents of the newspaper will be read out by some of the neo-literate themselves while others will listen. Once the reading session is over, the participants should be encouraged to discuss whatever issues they wanted to discuss amongst themselves, either choosing a theme mentioned in the newspaper or a subject topical and

relevant to their daily living. The State government as well as voluntary agencies could be requested to distribute, free of cost, other reading matters to the *panchayat* bodies for being passed on to the reading centres.

4.12 The State government could bear the cost of subscription of one newspaper for each reading centre as also the cost of renting a room for it; the rent should not exceed Rs. 100 per month. If 12,000 such centres are set up throughout the State, the aggregate annual outlay would be around Rs. 2.5 crores, a relatively small amount which the State exchequer ought to be able to bear. Certainly this would be much cheaper than the setting up of a string of additional rural libraries. Should the reading centres prove successful, there would be enough scope for despatching additional reading material for them in the shape of old and second-hand books collected on a voluntary basis from nearby towns and cities.

4.13 If the purity of the campaign could remain unspoiled and enthusiasm sustained at all levels, the financial burden of the post-literacy programme for the neo-literate should not pose a major problem. While the National Literacy Mission Authority provided the initial thrust for the literacy campaign, it is the inherent strength of the democratic and decentralised movement spawned by mass organisations in the State which would ensure its long-term success. Even if no Central resources are available for the purpose, the movement would then continue to grow and assume an enduring character.

4.14 The Commission has a couple of other suggestions to offer. It may be useful if the literacy campaign could be rendered 'total' in another sense, and literacy is made to embrace what may be described as 'numeracy' we have in mind is somewhat broader than the compass of 'rithmetic' in the three R's, and implies in individual's ability to grasp certain simple notions concerning data, percentages, averages, fractions, etc.. Such knowledge will help him or her to grapple better with the routine tasks in daily living. If the standard format of the 'literacy' campaign is unable to accommodate a 'numeracy' programme, the latter could be made an integral component of post-literacy and continuing education.

Participation By Students and Teachers

4.15 The State government, the Commission feels, should insist that students in schools, colleges, engineering, medical and other technical institutions, as well as universities be actively associated with the universal literacy campaign. Although at a few urban centres like Calcutta and Siliguri, the State government has advanced funds to the municipal bodies to mount campaigns analogous to the ones launched in the countryside, the degree of success in urban concentrations to expand literacy, as already noted, has been limited. The dearth of trained volunteer instructors is perhaps one reason for this disappointing result. Students from the senior classes in schools, as well as from colleges and universities, and members of the teaching staff as well, could be mobilised to augment the number of instructors. Each student may be asked to participate in the literacy campaign for a fortnight during an academic year, and the final award of a diploma or a degree could by statute be made contingent upon such participation. A part of the interval of time available to a student between a public examination and the announcement of results may also be utilised for the purpose. The involvement of students in mass literacy campaigns in their neighbourhood will avoid the problem of providing them with residential accommodation if they were asked to join the programme in the countryside. Colleges with a large contingent of Pass course students may be encouraged to 'adopt' a nearby slum or village, and a group of students, under the leadership of a teacher could take up literacy and post-literacy programmes there, and, if possible, link these up with sanitation and public health programmes. The concerned departments should provide training, verify the work actually done and issue certificates to students actively participating in the programme. The teacher in charge should be offered some non-monetary tokens of appreciation. Programmes of this nature will hopefully also acquaint the participants with the conditions of

living of the vast majority of people and thereby help to rid children from affluent families of the social snobbery they may be prone to. Students from rural schools should similarly be enjoined to participate in the literacy — or post-literacy — campaigns in their respective areas.

4.16 The State Directorate of Mass Education, the Commission feels, should be reorganized, so that it may associate itself effectively with the total literacy and the post-literacy campaigns. The structure developed during the universal literacy campaign should continue to function even for the post-literacy campaign. However, the existing staff of the Directorate should work wholetime under the auspices of the Zilla Saksharata Samity.

4.17 As the movement for universal literacy attains an increasingly greater order of success, an inevitable consequence — of which signs are already discernible — is going to be a sharp rise in enrolments in primary schools : neo-literate adults, in the afterglow of their induction into the process of learning, are likely to be eager that their children avail of the educational opportunities that are there. It is essential that the school system is not caught napping here and the capacity in primary schools expands *pari passu* with the expansion of the literacy campaign.

Problems of Secondary and Higher Secondary Education

5.1 Secondary education in West Bengal, like in several other States in the country, has been grappling with the problem of reconciling the three goals of 'equality, quality and quantity'. Secondary and higher secondary education all over the State has expanded spectacularly in the course of the past fifteen years not only in terms of both new schools opened and the rising proportion of enrolment of children in the school-going age, but also in terms of the degree of success in locating schools in large numbers in the countryside. More than 400,000 students now sit for the secondary examination, and close to 250,000 in the higher secondary examination. On a rough reckoning, the enrolment in the secondary stage, spanning from Class V to Class X, must approach four million and at the higher secondary stage, consisting of Classes XI and XII, at least another five hundred thousand. The data available from the All India Educational Surveys sponsored by the National Council of Educational Research and Training tell the story only till 1986, but the trend they indicate are reconcilable with the relevant estimates for more recent years.

5.2 A comparative study will nonetheless suggest that, excluding the Hindi-speaking areas, the general condition of school education in West Bengal is not markedly superior to what obtains in most other States. The quantitative expansion taking place in the recent period is undeniable, the shift in emphasis in favour of rural education is a blow for equalisation of opportunities, but the problem of ensuring quality in State-aided schools continues to loom large.

Categories of Secondary Schools

5.3 Broadly three categories of secondary schools dominate the scene in West Bengal : (a) A predominant number of schools, mostly financed by the government, where instruction is through Bengali or any other national language; (b) A small number of government schools, government-aided schools and schools run by religious and quasi-religious trusts but basically still financed by the government, with the mother tongue the language of instruction ; and (c) English-medium private schools.

5.4 The clientele of these schools are by nature different. The well-to-do sections and the aspiring middle class try to send their children to the English-medium private schools. Apart from others, children from those households who fail to secure admission to these schools, or fail to cope with the environment there, migrate to schools of the second category. The vast majority of the aided schools are for the more mundane crowd, hundreds of thousands of children belonging to struggling families in town and country. In a class-differentiated society, with a Constitution which provides for disparate systems of education, it is obviously impossible to achieve absolute equality of opportunity in education, let alone equal education for all. Viewed in this context, the effort should concentrate on the reduction of disparities in available opportunities. Raising the quality of education in the aided schools without trying to lower the standard elsewhere, it follows, should be the principal objective in view. At least, this should be the goal a democratically elected government should set for itself.

5.5 It is not a task easy of achievement. The striving for quantitative goals and the examination-oriented pattern of education, more often than not, cut across the endeavour to reach qualitative goals. The market forces in operation also cast their shadow. Government schools, schools maintained by various trusts as well as English-medium schools maintain an intense competitive atmosphere which creates continuous pressure on students and teachers in order that the performance of students in public examinations is according to expectations. The load of the bags the children carry, and recourse to extensive private coaching, testify to the pressures they

are subjected to. Students who cannot copy with this situation are ruthlessly weeded out. In an environment where success in examinations is taken to be the only criterion of success, such schools are assured of newspaper headlines; little thought is spared on analysing the nature of knowledge that is communicated to the students.

5.6 Not that conditions in the thousands of State-aided schools are any better. The influence of market forces be contaminating, and there is a failure to articulate convincingly alternative educational goals. These schools too have thus tended to become examination-oriented. Unlike in the other two types of schools, the vast majority of the aided institutions have little inclination to weed out students of indifferent merit, and the competitive atmosphere prevalent elsewhere is absent. This lack of competitiveness would be welcome, provided the standard of teaching were adequate. Unfortunately, the examination-oriented system of education and the poor state of infrastructure in these schools make way for private coaching here too. We may refer to the findings of the sample survey on schools organized by the Commission the details of which are set out in Appendix 5.I. It is interesting to note that the majority of the students surveyed declared that they have to have undergone private coaching, although such coaching also includes coaching by guardians. Close to 60 per cent of student respondents who have recourse to private coaching indicated that they do so to ensure better results in examinations, while, according to a little over 20 per cent, private coaching is necessary as the syllabus was 'heavy'. The response of the guardians is also along similar lines. The other findings of the survey shed light on the attitude of teachers, students and guardians in regard to such details as regularity of classes, infrastructural facilities of the schools, the worthwhileness of the public examination system, and so on.

5.7 While teachers cannot be wholly absolved of the responsibility for the enfeeblement of the quality of education, it is the cumulative result of various factors at work, including a lacking of clarity regard the goals of education in a society where opportunities for advancement in life are both limited and unequally distributed. The imperfections in the examination system, the nature of the curriculum, the nature of textbooks, etc., contribute to the confusion.

The Views of the Kothari Commission

5.8 The issue whether secondary education should be considered as a terminal point in itself, or a stage leading to higher education, or both, remains unresolved. The vocational goal of secondary education is unachieved : not even 1 per cent of those who pass the secondary examination bother to enrol in the vocational stream of the higher secondary course. It is therefore relevant to re-state the goals of secondary education as can be set forth in the Report of the National Commission of Education (the Kothari Commission): (a) secondary education should be considered as both a terminal point and a stage to higher education; (b) its curriculum should be so organised as to develop both cognitive and practical skills ; whatever pedagogic technique is pursued, the pride of place be given to 'learning by doing'; (c) since it is not given to a State government to abolish the 'multi-track' system on its own, emphasis should shift to improve the quality of education in the thousands of aided schools all over the State; and (d) The content of teaching at the secondary stage must make the students better aware of social realities and prepare them for entry into either a profession or a vocational programme.

5.9 For effecting any radical departure in school education, the passive method of instruction, where the stress is on burdening the student with a load of information mechanically communicated, need to be replaced. The curricula and syllabus should be re-structured with attention shifted to the challenge of problem-solving. Keeping in mind the social background of the thousands of new entrants in the school system, the focus has to be as much on training as on education. A carpenter may train one in one particular trade but may fail to articulate the laws involved at the cognitive level. On the other hand, a scientist may be able to give a lecture on the laws of science at the abstract level, but may fail to relate them to problems of daily living.

Children from working class and peasant families are likely to consider a curriculum which effects a bridging between theoretical knowledge and practical skills more in harmony with the realities of life as they know them; their interest in the educational process will thereby be enhanced. Children from relatively affluent families too will gradually learn to appreciate the worthwhileness of the new curriculum. A basic change of this nature in the curriculum is also likely to put a brake on to private coaching, which thrives in conditions where the bookish method of instruction-giving dominates.

5.10 We will in principle re-endorse the Kothari Commission's concept of three cut-off points at the secondary and post-secondary levels. The syllabi should be so re-drawn as to facilitate a number of options, namely, self-employment, or vocational training, or pursuit of further general education. The higher secondary education course too should be remodelled and diversified. Those who aspire for higher education in both general and technical lines could take, after completion of secondary education, the higher secondary courses as a 'bridge' course spanning two years. Others may avail of vocational training in a particular trade for either two or four years on completion of the secondary stage. They may, if they wish, pursue higher education in that trade, entitling them to the award of a degree, after completion of the four-year vocational course. They may even be allowed to pursue higher education in other areas, including general education, after sitting for a test of eligibility. That is to say, the system should be flexible enough to ensure mobility. Chapter Eight of this Report discusses some of these issues in greater detail.

5.11 The Kothari Commission had envisaged a twelve-year school system divided into several sub-stages—pre-primary, primary (lower and higher) and secondary (lower and higher); the lower primary stage was to cover Classes I-IV; the higher primary, Classes V-VIII; the secondary, Classes IX-X; the higher secondary, Classes XI-XII. In West Bengal, the 'higher primary' and the 'lower secondary' stages have been telescoped into the secondary stage.

5.12 The recommendations of the Kothari Commission provided three exit or terminal points, the first one after Class VII, the second after Class X, and the final one after Class XII. The Commission wanted secondary education to be reorganised in such a way that about 20 per cent of those enrolled at the lower secondary stage and about 50 per cent of the enrolled at the higher secondary stage could opt for vocational education. The higher secondary stage, it felt, should provide a wide range of vocational courses, both part-time and full-time.

5.13 With minor modifications, the structure the Kothari Commission recommended has been introduced in West Bengal. At the terminal point of Class VIII, there is opportunity of vocational education in the industrial training institutes; after Class X, the scope for vocational training in the polytechnics, and after Class XII, students can, at least theoretically, go for degree-level technical education in engineering and allied areas, medical education and so on. In practice though, students who have passed the secondary education corner almost all the seats in the industrial training institutes, and those who have been successful in the higher secondary stream monopolise admissions to the polytechnics. All this leaves little scope for those who want to pursue technical or vocational training at the end of Class VIII itself with little chance. We will discuss the problem in Chapter Eight.

The Higher Secondary Course

5.14 The new pattern of school education as formulated by the Kothari Commission was introduced in this State in 1976 with one significant deviation. The higher secondary course has been taught in this State over the past decade and a half in both schools and colleges under conditions of teaching which are altogether at variance with one another. This ambivalence has affected the planning of both syllabi and examinations, and brought in its wake a host of other problems.

5.15 One of these relates to the time constraint. Sandwiched between the secondary courses in the schools on the one hand and the degree courses in the colleges on the other, hardly more than a year is in effect available for covering the higher secondary syllabi in the classrooms. And since, in the conditions prevailing, the class-teacher assigns little homework, the so-called coverage of syllabi refers to what is done right inside the classrooms. It is therefore not surprising that the syllabi appear to be excessively heavy. This fact apart, the content of the secondary stage syllabi does not really prepare the children for the much more intensive burden of the higher secondary course.

5.16 The Commission for Planning of Higher Education in West Bengal, chaired by Professor Bhabatosh Datta, explained at some length why it is inadvisable to hold higher secondary classes in the colleges. It however disapproved of having higher secondary courses in the schools too. It instead favoured the revival of the nearly extant intermediate college system for the exclusive purpose of higher secondary teaching. Implementing this suggestion would in effect amount to a reversion to the pre-Independence system which used the intermediate stage to facilitate the transition from school to college education.

5.17 The experience gained over the past decade suggests that the prospect for such reversion is not very bright. The number of Junior Colleges of the kind the Bhabatosh Datta Commission had in mind has remained static at 17 during this period, with a total enrolment of only a few hundred students. In contrast, the number of higher secondary schools has increased to more than 1,300 by 1991.

5.18 At this point of time, to try to take higher secondary teaching off both schools and colleges would create intractable administrative problems, and entail heavy financial loss and waste of resources. Yet, if the standard of higher secondary teaching is to be raised, there is little choice but to remove it from the college system where it does not belong at all.

5.19 According to the Fifth All India Educational Survey, the number of students in Classes XI and XII in West Bengal schools was around 300,000 in 1986; the Bhabatosh Datta Commission, on the other hand, put the enrolment in the higher secondary classes held in our colleges at about 50,000. The number of students in the higher secondary course in schools is likely to have doubled since 1986, while the intake of such students in colleges has remained static. It is the circumstances in impracticable for our colleges to play a significant role in higher secondary education. We therefore recommend the abolition of such teaching from colleges and its concentration in the schools alone.

5.20 This slight change in pattern will create a few minor problems in the short run. We however expect little psychological resistance to the proposal from any quarters, including teachers, students and parents. The school system will nonetheless call for a certain amount of re-organisation. This will be all the more necessary because of the explosion taking place in enrolments at the secondary stage. According to one reckoning, each existing higher secondary school will be required to absorb the output of four secondary schools. The uneven spatial distribution of the higher secondary schools will aggravate the problem : while there is an over-concentration of such schools in the urban sector, large rural areas and even small towns remain either totally unserved or at most very inadequately served by higher secondary schools. A look at the block-wise distribution of these schools all over the State reveals the magnitude of the problem. (See Appendix 5.II).

5.21 A two-pronged approach may be considered. In Calcutta and in large urban complexes, the capacity of the existing higher secondary schools may be gradually increased over the next five years. In the event of this policy being accepted, the immediate requirement will be to provide for an adequate number of qualified teachers for these schools. Purely as a temporary measure, until additional building space is created at a subsequent stage, the working hours in such institutions may also be extended.

The Cluster Concept

5.22 In all other areas, to meet the shortage of both duly qualified teachers and infrastructural facilities, the system of school clusters may be tried out. Three, four or even a larger number of neighbouring secondary schools may be grouped together to form a cluster. The expression 'neighbouring' here does not quite refer to the aspect of physical distance, but to the time taken to travel between them either on foot or by some other means of transport where such is available.

5.23 A few schools out of a cluster may be upgraded to the higher secondary level; where they are already functioning as such, their capacity may be expanded. Depending on the facilities available, one school may concentrate on the teaching of sciences, another on humanities and social sciences, and so on. All students from the cluster who succeed in the secondary examination should as a rule be accommodated in the upgraded schools concerned.

5.24 Clustering can provide the answer to another problem. Sometimes the schools in a wide enough area may not be able on their own to start courses in a particular subject because not many students will offer it. Even where the subject itself is 'popular', not many teachers may be found to teach it. Under such circumstances, a teacher could be appointed for a whole cluster, rather than for the individual school to which he or she may be formally attached ; he or she will move around within the cluster to teach the subject to all the schools belonging to the cluster.

5.25 The upgradation of a school within the cluster should depend primarily on its location, the facilities it is able to provide, and the potential it has for expansion. The administrative authorities concerned should work out the details of the scheme so as to utilise the available resources to the fullest extent and thus minimise expenditure. Once this is done, the existing junior colleges may be either merged with the neighbouring schools or continue to exist as a higher secondary school and included in the cluster.

5.26 It should here be explicitly stated that the Commission would like a major shift in the outlay on secondary education to occur in favour of institutions in the rural sector. Priority has to be on filling in the more glaring gaps in available opportunities for secondary education in the interior of several districts.

Curriculum Planning

5.27 The other major issues in secondary education may be classified into two broad groups, and are related to (a) curriculum planning and (b) the examination system. A thorough-going reform of the examination system is called for. This is however such a fundamental problem affecting all levels of education that a piecemeal approach will hardly be helpful; the problem is discussed in Chapter Eleven.

5.28 As far as the planning of curricula at the school stage is concerned, the overriding problem is to secure a balance between the secondary and the higher secondary stages of education. There is also the basic need to expose the students to social, economic and environmental realities. The perception of a lack of balance between the secondary and higher secondary courses is too widespread to be ignored. The grievances that are there should be probed and redressed, keeping the distinct objective of the two stages of education in mind.

5.29 This is precisely where the root of the difficulty lies : the objectives of the different phases of school education have been only vaguely defined. There is a general awareness that the higher secondary stage should be an advance on the secondary stage, the secondary stage should make an advance on the primary stage, and each stage should build on the foundation of the one preceding. What however seems not to be easily understood is that 'advance' does not mean 'more of the same', it should rather signify the progressively greater acquisition of knowledge in

a particular area, and, more importantly, the *assimilation* and *use* of that knowledge. Besides, the contents of school education at each point of time should be such as to enable the students to meet the challenge of job opportunities at different stages.

5.30 The community is naturally exercised when a large number of students fail an examination or do not fare as well in the higher secondary examination as in the earlier ones. The two aspects of the matter should be looked at separately. To begin with, failure is a total waste, and, as far as possible, must be prevented. A basic assumption for compulsory schooling is that every normal child is at least worthy of coping with a prescribed curriculum of studies and shaping into a worthy citizen. Theoretically sound though this assumption may be, the milieu in which the child is brought up may not quite enable him to achieve as much as he or she has the potentialities for. The principal objective here should be to ensure that the child succeeds in both adapting to and transcending his environment; the contents of the course and the methodology of teaching must be directed toward that end.

5.31 It does not follow from the preceding paragraph that well-to-do families invariably impart to their children the right kind of education. Many parents, for example, press their children, in the name of encouragement, to join the rat race for success in examinations right from their infancy. Not surprisingly, a fair proportion of such children grow up to consider success in examinations to be an end in itself, without any reference to the actual learning they achieve. In more extreme manifestations of this distorted system of values, cramming, cribbing and, worse, cheating at examinations become the rule of the day; the moment then arrives when the entire system of school education gets bent toward witless marks-gathering.

5.32 Disaster results when an unexpected question that seeks to test the examinee's real level of learning comes up. Students fail in large numbers. The problem is more severe in many other States where mass copying abounds, but it is not as if West Bengal, where such copying has by and large been checked, remains altogether unaffected by the bane. The inclination to cut corners with the learning process and somehow succeed in examinations dies hard.

5.33 To consider one or two relatively less important issues first. Concern is occasionally expressed for the mismatch between the same student's performance in the secondary and higher secondary examinations. There can be several reasons for this, the most obvious one being that he or she worked harder for the examination he or she has performed better in. Besides, if the fact that those who secure top positions in the secondary examination are not anywhere near the top at all in the higher secondary examination merits consideration, then so also does the fact that an altogether new group of students comes out at the top in the latter examination. If the first fact is depressing to an extent, the second one should be heartwarming to the same extent.

Periodical Review of Curricula

5.34 There is no question that the higher secondary stage of education is more challenging than the secondary stage. This is as it should be. Even so, it is of crucial importance that the curricula and syllabi at the two stages are periodically reviewed. While the syllabi in the two stages, the Commission understands, are reviewed from time to time under the general direction of the Board of Secondary Education and the Council of Higher Secondary Education, there is a certain resistance to interference with the general format of curricula decided upon following the publication of the Kothari Commission's Report nearly a quarter of a century ago. The Commission would suggest that the Board of Secondary Education and the Council for Higher Secondary Education should immediately undertake a joint review of their curricula and syllabi. The endeavour should be to maintain an integrating continuity between the two streams of school education. At the request of the Commission, Dr. Dipankar Chatterji, Professor of Physics at Visva Bharati University, with the assistance of Dr. Bratindra Nath Chattopadhyay of the same university, has drafted a suggested revision of the natural and life science courses for the secondary and higher secondary stages. (Appendix 5.III). As can be seen, the suggested

ccourse for the secondary stage is in considerable detailed ; that for the higher secondary course is less so. The Commission would urge a revision along similar lines be undertaken for all subjects. The following considerations, in the Commission's view, ought to be kept to the fore in such a revision :

- (a) The syllabi at the higher secondary stage should, in the fitness of things, be weightier than those at secondary stage, but the nature of the extra weight must be in consonance with the length of effective teaching time;
- (b) A distinction should be made between 'subject load' and 'learning load';
- (c) While syllabi for the higher secondary stage should be compatible with the corresponding ones in other States, so that the students of this State are not at a disadvantage at national level contests and competitions, these should at the same time have a relevance to West Bengal's problems and requirements; and
- (d) Since the secondary and higher secondary stages are the intended or enforced terminal points of education for by far the largest number of students, the curricula and courses should be so formulated as to enable them to be equipped to join a variety of professions as well as to emerge as responsible citizens aware of their duty and obligations to society.

5.35 A great deal can certainly be done to raise the standard of secondary education, more so since a considerable proportion of school boys and girls attain a fair degree of cognitive maturity by the time they reach this stage of education. At the same time, it would be unfair to lose sight of the new generation of students joining the secondary stream because of the educational expansion taking place in the State. Most of them will be from indigent families where parents are perhaps still without letters. Any 'stiffening' of the secondary stage curricula should therefore be properly phased.

5.36 It has been pointed out to the Commission that the 'group pass-mark', as set by the Board of Secondary Education, lets some teachers and their pupils pitch their ambition somewhat low. As a result, those who pass a subject with a mere 20 per cent often find it impossible to obtain the pass mark in it at the higher secondary stage. Particularly, in the case of English, the pass mark has lost much of its significance since the introduction of the so-called 'functional-communicative' syllabus. This and a number of other related problems have been discussed at some length in Chapter Six.

5.37 The pass mark in individual subjects as well as the group pass mark should be progressively, if necessary in phases, raised. It is important to proceed on the assumption that, in about five to ten years, the standard of teaching and other ancillary facilities will considerably improve. The Commission therefore recommends that, in the course of the next decade, the minimum pass marks should be raised in stages to 40 per cent for each individual subject and 50 per cent in the aggregate.

5.38 The principal objective of curricula and syllabi review by the Board and the Council should be to shift the stress altogether from cramming to learning, and away from teacher-centred courses to learner-centred ones. The change should be gradual, but not unduly slow, and should help to develop an awareness amongst students of contemporary social realities. The Commission believes that, taken together, the steps recommended by it will accomplish the change toward more purposeful school education in the remaining years of the outgoing century.

5.39 In the schemata the Commission envisages, there are, let us repeat, three exist points whereby a student can veer off from the general stream of education : at the end of Class VIII, at the end of Class X, which coincides with the completion of secondary education, and, finally, at the termination of the higher secondary phase comprising Classes XI and XII. At each

such point, the student will have a number of options available. Depending upon his or her aptitude, he or she could pursue a further course of studies in the general stream, or proceed to acquire a technical or vocational skill. But, at each point of exit, the education he or she has till now received ought also to make him or her aware of the conditions and impulses of the society in which he or she has been reared. Education is for imbibing knowledge and professional acumen, but it is also aimed to protect young minds from the curse of rootlessness. Education is affected by the dynamic processes which influence and transform society; it itself is, at the same time, the instrument of social change. Given this awesome responsibility which belongs to it, the content of education as much as its structure must be fully responsive to the goals the community sets for itself.

The School Environment

5.40 Undeniably, teachers play a pivotal role in school education. It has been brought to the notice of the Commission that irregularities often vitiate the appointment in some schools. In the sample survey organised on behalf of the Commission, a majority of the teachers canvassed are categorical in their view that this is indeed the case with the appointment of not only the teaching but also the non-teaching staff in many schools. Needless to say, malpractice in education, as much as in health management, can wreck the entire nation. Chapter Eleven includes a detailed discussion of the matter.

5.41 Critical views have been expressed before the Commission regarding teachers' training programmes in the State. The courses of the training programme should be so designed as to motivate the teachers for creative teaching. It is beyond the scope of the Commission to go into any great detail in the matter. Certain suggestions for improving the teachers' training system are however incorporated elsewhere in this Report.

5.42 Schools ought to fix an annual calendar and distribute it among students at the beginning of the session. Classes should not be withheld except on stipulated holidays, unless the State government declares special holidays in extraordinary cases. But the minimum stipulation of 220 working days each year must be adhered to. To discourage private coaching, tutorial classes may be arranged in the school itself; teachers too have to be admonished not to give tuition privately. Some of the related problems are separately discussed in some of the later chapters. A system has to be evolved so that specific hours can be kept aside for students to call on their teachers, within the premises of the school, for discussion and advice. The teachers' council and the academic council should oversee these assignments and ensure regular classes and completion of syllabi. The Board of Secondary Education and the Council of Higher Secondary Education should have a system of reviewing the performance of a school and taking steps against an erring institution. A machinery has to be established for coordinating the functions of the district inspectorate of schools with those of the regional agencies of the Board and the Council.

5.43 The responsibility for the management and supervision of schools rests on headmasters, the inspectorate of schools and parents. Though the emoluments of headmasters have improved substantially, their role in school administration is no longer as effective as it used to be. For various reasons, many of them now prefer to assume a subdued role. To remedy the situation, there should be a parents'-teachers' association under the chairmanship of the headmaster in each school. It could meet and review the functioning of the school at least once in two months.

The District Inspectorate of Schools

5.44 The role of the district inspectorate of schools in academic supervision has lost its significance in recent years. Inadequate staff may be one—but not the only—reason for this development. Teachers, being academically better qualified, now enjoy a superior scale of pay compared to the district inspectors of schools. This disparity in pay has devalued the status of

inspectors vis-a-vis that of the working teachers. The psychological problem thus caused puts paid to effective academic supervision. We recommend that the school inspectorate should be reorganised at the district level under the leadership of the District Education Officer who must have adequate experience in teaching as well as administration. His salary should not be below that of a headmaster. He should be assisted by two District Inspecting Officers, one to be in charge exclusively of school inspection and the other to be responsible for accounts. The qualification for appointment on the inspecting staff too should be comparable that of secondary school teachers. Every school should be inspected at least twice a year. Copies of the inspection report should be forwarded to the school concerned, the Zilla Parishad, the Board of Secondary Education and the Council of Higher Secondary Education or their regional bodies.

5.45 Apart from coordinating effectively with representatives of the Board of Secondary Education and the Council for Higher Secondary Education, the inspectorate should also maintain close liaison with the parents'-teachers' associations and the education cell of the Zilla Parishad. The primary responsibility for academic supervision should rest with the district inspectorate of schools, although it must adhere to the guidelines indicated by the Board of Secondary Education and the Council of Higher Secondary Education. The Board and the Council should have three distinct functions—one, monitoring the final examinations, two, laying the guidelines for academic performance, and, three, designing the syllabi.

Infrastructural Facilities

5.46 Most secondary schools, like the primary schools, are handicapped by inadequate infrastructural facilities. There are hardly any teaching aids except for the blackboard and chalk, and in some cases torn maps and charts. Despite the emphasis on enlarging the number of libraries in the State, in most schools, libraries, if there are in fact any, are in a pitiable condition without any worthwhile grants for the purchase of books and furniture. In most schools, libraries function without librarians. Students have little scope for acquiring the habit of reading and self-learning in this milieu. No meaningful curriculum reform is possible without corresponding development of library facilities, since one way to stimulate a student's faculty of comprehension is to so arrange the syllabi that students are compelled to consult the library.

5.47 Science laboratories too are in a bad shape in most schools. Adequate provisions for the laboratory staff and maintenance grants are lacking. In aided schools, there is also an acute shortage of space and furniture; classes are often overcrowded and pupils have sometimes to keep standing. Recreational facilities, under these circumstances, appear to be a luxury. Few schools have their own playgrounds, particularly in urban areas. Common room and sports kits are rare.

5.48 Physical education and sports are an important component of the educational process; facilities for sports and games should be there in every school. In actuality, these too constitute a neglected area. Few schools have a teacher in charge of physical education. A master's degree in physical education is not treated at par with corresponding other academic degrees in salary fixation. This anomaly ought to be changed ; teachers of physical education should be treated at par with teachers of other subjects in all respects.

Work Education and Social Service

5.49 It is necessary also to reappraise the present course on 'work education' and 'social service'. The Commission has come across views that the 'work education' course is a bit of a sham. The reason may be found in the composition of the course itself. The development of practical skills, if not related to the development of cognitive skills, becomes a perfunctory exercise. If the intention is to develop a productive skill, it should occupy a central place in the curriculum. If this is not feasible, it may be seriously considered whether the present course of 'work education' has really succeeded in either inculcating among students a proper attitude toward productive labour or in integrating work with education, and may not be dropped in entirety.

5.50 Social service should be an integral aspect of school education. It should be obligatory for each student to prepare a calendar of social service activities for himself or herself and get it approved by the school. Successful participation in approved social services should be recognised by the issue of formal certificates which may receive adequate weightage in the final evolution of a student's performance. Every school may be allotted certain areas of activities in the neighbourhood by the local *panchayat* or municipality. The Board and the Council may make it compulsory for every student belonging to Classes IX and XI to take part as volunteers in the Total Literacy and Post-Literacy campaigns. The time available to students after the final examinations may also be used for this purpose.

5.51 Teachers with equal qualifications in government and non-government schools should enjoy equal status and privileges. Some disparities in this respect still exist between teachers of government schools and schools financed by the government but managed privately. Service rules for all teachers irrespective of whether they serve a government school or an aided one should ideally be the same. It is equally desirable that teachers of all types of schools are selected through the same procedure and are subject to the same leave and transfer rules and retirement benefits. This, the Commission realises, is not immediately feasible. But the school system should endeavour to move toward that direction in course of time.

Madrasah Education

5.52 The Commission would now like to append some comments on the Madrasah system of education in the State. Madrasah education has a hoary history in the country and in Bengal. The Calcutta Madrasah, a pioneer institution in the field of Madrasah education, was established in 1780 by Warren Hastings. The immediate object was to train officers for running the revenue administration and judiciary of Bengal. Other Madrasahs were set up from time to time, and Madrasah education, in an organised form, became in course of time a regular element in the educational system in Bengal. The subjects taught at the beginning included Islamic theology, Islamic jurisprudence, Astronomy, Geometry, Rhetoric, Oratory, etc. While the curriculum and syllabus were revised from time to time, Islamic theology, Islamic jurisprudence, Islamic History and Culture and Arabic language and literature remained the basic and most important components of Madrasah education.

5.53 On the recommendations of the Mahammedan Educational Advisory Committee, a modified scheme of Madrasah education was introduced in 1915, whereby the curriculum and syllabus of some subjects of general education were introduced in a majority of the Madrasahs. That pattern has continued since then, and two separate categories of Madrasahs, namely, High (or Junior and High) Madrasahs and Senior Madrasahs are in existence in the State. High Madrasahs are institutions broadly conforming to the secondary pattern of the general course of study. A High Madrasah imparts teaching and prepares its students for the High Madrasah Examination conducted by the West Bengal Madrasah Education Board; this examination is more or less equivalent to the secondary examination conducted by the State Board of Secondary Education for all purposes. The subjects prescribed for the two examinations are almost similar, with the only difference that in the High Madrasah examination two compulsory papers of 100 marks each, one in Arabic language and literature and the other in Islamic studies, are included.

5.54 The two compulsory papers on Arabic and Advance Arabic however constitute an additional burden on the students appearing for the High Madrasah Examination. While the total marks in the High Madrasah Examination add up to 1,000, it is 900 in the Secondary Examination.

5.55 The other system of Madrasah education, namely, the Senior Madrasah system, had, until recently, in the main subjects on Islamic theology included in its curriculum. This system

did not have any equivalence with the State's general education system. Consequently, candidates successful in the Senior Madrasah examinations had no direct opportunity to go for higher studies in the general stream of education; their employment opportunities too were constricted.

5.56 The Senior Madrasah education has three stages, Alim, Fazil and Mumtazul Muhaddethin. The subjects taught and the total number of marks allotted for each subject in Alim and Fazil examinations are shown below. The subjects taught at the Mumtazul Muhaddethin stage were entirely related to higher studies in Islamic theology.

Subjects of study	Marks Allotted	
	Alim	Fazil
Arabic (Language and Literature)	200	200
Mantique and Hikmat	200	200
Hadith, Tafsir, Figh, Usul	400	400
Islamic History	100	100
Kalam	—	100
Persian/English	100	100
<i>Additional Subject</i>		
Bengali/Urdu	100	100

5.57 Under the traditional system of Senior Madrasah education, only those candidates, who passed the Fazil Examination with English as an additional subject, were considered eligible for admission to the Pre-University (Arts) Course of the University of Calcutta. Subsequently, the West Bengal Council of Higher Secondary Education allowed such students to be admitted to Class XI in a higher secondary school.

5.58 A committee for reviewing the Senior Madrasah Education System was set up by the State government in 1978. The terms of reference for the committee were, inter alia, (i) to make recommendations for standard scales of pay for approved teachers and other employees of the Senior Madrasahs, (ii) to review the subjects and the present system of education imparted through the Senior Madrasahs in the State, to suggest re-orientation of the syllabi in keeping with the present day requirements and to suggest steps to bring about qualitative improvement in the teaching method, and (iii) to assess the standard of education imparted through different categories of Senior Madrasahs and determine their equivalence in relation to the universal system.

5.59 In accordance with the recommendations of the committee, the State government introduced for the first time in 1980 a standard pay-scale for the teaching and the non-teaching staff of Senior Madrasahs. It was also on the basis of the recommendations of the committee that the West Bengal Madrasah Education Board introduced in 1981 a re-oriented curriculum and syllabi in all Senior Madrasahs to make this system of education relevant to the present social conditions. The first Alim examination under the re-oriented syllabi was held in 1991. Under the revised curriculum, the duration of the course of study up to the Alim stage has been raised from eight years to ten years. Besides, in order to bring about a closer affinity between the Senior

Madrasah and the general education systems, a number of basic subjects such as mathematics, physical science, life science, history, geography, English and the mother tongue, were made part of the new curriculum at the Alim stage.

5.60 The re-oriented curriculum and syllabi of the Alim and Fazil examinations were reviewed by another committee set up by the State government, 1991. On the basis of the recommendations of this committee, the syllabi for the Alim Examination were further revised. Through a recent notification, the State government has announced that, on introduction of the revised syllabi, the Alim examination of the West Bengal Madrasah Education Board is to be treated for all purposes as equivalent to the secondary examination held under the aegis of the Board of Secondary Education. The revised syllabi for the Alim examination, as detailed below, have become effective from the current academic session.

Revised syllabi for Alim Examination, West Bengal Madrasah Education Board

A. Compulsory subjects

<u>Groups</u>	<u>Subjects</u>	<u>Marks Allotted</u>
Language Group	1. English	100
	2. Bengali or Urdu or any recognised Indian Language	100
	3. Arabic	150
Islamic Studies Group	4. Hadith	100
	5. Tafsir	100
	6. Fiqh	50
	7. Faraid	50
Science Group	8. Mathematics	100
	9. Physical Science	50
	10. Life Science	50
Social Science Group	11. History	100
	12. Geography	50

B. Additional Subjects (any one)

- (1) Persian, (2) Urdu, (3) Bengali, (4) Additional Mathematics, (5) Biology.

5.61 Till recently, teachers of Senior Madrasahs had no opportunity to attend teachers' training courses of any kind. It was only after the introduction of the re-oriented curriculum and syllabi that the Directorate of School Education of the State government, in collaboration with the State Council for Educational Research and Training, organised a number of re-orientation courses for such teachers. Such courses, the Commission feels, should be organised more frequently. While the teachers of High Madrasahs, like those of secondary schools, can join the B.Ed. course in the universities, the teachers of Senior Madrasahs specialising in Arabic language and literature and in other theological subjects, do not have this opportunity. This disparity should be removed.

5.62 The general picture of Madrasah Education in the State as at present is summed up below :

Categories of approved Madrasahs	Number of recognised Madrasahs up to March 1992	Number of students	Number of examinees in 1992
(i)	(ii)	(iii)	(iv)
1. High Madrasah (classes V to X)	174	56,500	11,756
2. Junior High Madrasah (classes V to VIII)	140	32,500	—
3. Junior Madrasahs (class V or VI)	13	2,500	—
4. Senior Madrasahs :			
Alim	74	15,200	800
Fazil	15	3,750	600
Mumtazul Muhaddethin	4	500	250 (in 1991)
Total	420	110,950	13,406
Total strength of teaching staff :	4,298		
Total strength of non-teaching staff :	1,218		

Source : West Bengal Madrasah Education Board.

5.63 The West Bengal Madrasah Education Board, unlike the Board of Secondary Education, is not a statutory body and does not enjoy autonomous status. It is, therefore, dependent on the prior approval of the State government for each and every expenditure it has to incur in conducting its activities, including normal and routine activities relating to the holding of public examinations. This results in delay and complications. It would be desirable if the State government could review the matter. A recent judgement of the Calcutta High Court has confirmed the need for such a review.

The Study of Sanskrit and other Classical Languages

5.64 In this final section of the Chapter, the Commission will refer an are issue of some contention. The Commission for Planning of Higher Education had made certain recommendations on the place of Sanskrit in the education system of West Bengal. We would like to revert to the matter. Classical languages such as Sanskrit and, alongside it, Arabic and Persian, have links with Bengali and either Hindi or Urdu as well. They have also an extremely wealthy literature, the study of which enriches the mind and exercises its imagination.

5.65 It is also an anomaly that while there is provision for the study of Sanskrit in the bachelor's and postgraduate degree courses, the secondary and higher secondary courses do not provide for a paper, or even a half-paper, for this language. The same is true for Persian and Arabic.

5.66 The authorities may consider whether 50 marks could not be assigned to Sanskrit—or to Arabic or Persian—in the secondary education examination. The study of Sanskrit in the secondary stage may then stretch from Class VII to Class X. The two papers currently reserved for the mother tongue, the Commission recommends, should be telescoped to one and a half papers, and the residual half-paper be assigned to Sanskrit—or to Persian or Arabic. Two members of the Commission, Professor Pabitra Sarkar and Shri Poromesh Acharya, do not agree with this recommendation.

5.67 The Commission would however like to enter a caveat here. The syllabus for Sanskrit must be thoroughly overhauled. The emphasis should be on the study of texts such as from Kalidasa, and grammar should be relegated to the background. Once the students are introduced to the music and texture of the language, the appreciation of the grammar will follow in due course. This means that the teachers of Sanskrit should also learn to draw themselves out of their traditional cocoon.

5.68 Finally, the Commission would strongly urge that the paltry sum of Rs. 600 which is offered on an annual basis to the eight hundred *chatuspathis* in the State should be immediately raised to at least Rs. 5,000 per year, and measures should be taken in hand to improve the scholastic standards of some of them on a selective basis and bring them under the discipline of a State-level Board.

5.69 The Commission would like to point out that the State Government has already taken steps to improve the financial position of the *chatuspathis* by increasing their stipend to Rs. 1,000 per month. It is suggested that the State Government should take similar steps to improve the financial position of the *chatuspathis* in the State.

5.70 The Commission would like to point out that the State Government has already taken steps to improve the financial position of the *chatuspathis* in the State.

5.71 The Commission would like to point out that the State Government has already taken steps to improve the financial position of the *chatuspathis* in the State.

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5.81 The Commission would like to point out that the State Government has already taken steps to improve the financial position of the *chatuspathis* in the State.

APPENDIX 5.I

School Sample Survey conducted by the Commission

On the basis of random sampling, 125 secondary and higher secondary units in schools and colleges were selected for the survey. Institutions from all districts, belonging to both rural and urban areas and using different languages as medium of instruction were covered. However, the number of institutions, selected from different categories were not always strictly proportionate. For reasons beyond control, the survey was confined to 116 institutions out of the 125 originally selected. To have a representative sample of respondents and at the same time to keep the number to a reasonable limit, it was decided that schedules would be canvassed to 10 students from class IX to XII, 5 teachers and 5 guardians from each institution selected. The total number of educational institutions surveyed was 116, the total number of student respondents was 1,148, that of guardian respondents 520, and that of teacher respondents 560. The major findings are mentioned below.

A majority of students are of the view that classes are held regularly; a fair number however felt otherwise. A larger proportion of girls than boys thought that classes are regularly held. (Table 5.1) Girls, who were of the view that the classes were regularly held, gave more or less the same weightage to the three factors suggested as contributing to non-attendance. But a majority of both boys and girls seem to be firmly of the view that the irregularity of teachers, either because they are absent from schools or because, even when physically present in school premises, they do not bother to take classes, is responsible for classes not being held regularly. (Table 5.2) A majority of the students in classes IX and X who were surveyed do not consider the syllabus to be heavy. However, amongst those in Classes XI and XII, nearly one-half, or more than one-half, regarded this burden as heavy. (Table 5.3) Students in all classes appear to take private coaching; this however includes coaching from parents. (Table 5.4)

When the students were asked to comment on the burden of the syllabus, a large proportion, specially those in Classes XI and XII, suggested that it was heavy; also, a sizeable number stated that classes were not held regularly in school. But when they were asked the reasons for their recourse to private tuition, the desire to perform better in examinations seems to emerge as the principal reason. (Table 5.5) Though the majority of students admitted to their using one or two note books, a sizeable number apparently do without them. (Table 5.6)

According to a majority of the teachers, the standard of education was unsatisfactory. However, of those who thought so, more than 60 per cent refrained from assigning any specific reasons. (Tables 5.7 and 5.8) While almost 52 per cent of the teachers appear to be not satisfied with the syllabus, the rest consider it to be generally satisfactory. (Table 5.9) An overwhelming majority of the responding teachers consider that there is a disparity between the syllabi at secondary and higher secondary stages. (Table 5.10) This seems to accord with the view of the majority of students that the higher secondary syllabus is 'too heavy'. While a majority of teachers have reservations concerning the distribution of the load of studies between the secondary and higher secondary stages, they nonetheless think the syllabi at both stages to be well constructed. (Table 5.11) Opinion of the teachers on this issue does not correspond with that of the students. More than 50 per cent of the teachers are of the view that they do not get adequate time to cover the syllabus. (Table 5.11). This finding may focus attention on the need for regulating the number of holidays, etc. It is equally worth investigating whether irregular attendance on the part of the teachers themselves is not also responsible for this state of affairs.

A majority of the teachers favoured a reform of the examination system. (Table 5.14) Perhaps deficiencies in the examination system have also some bearing on the perception of students that the syllabus is 'heavy' or for their inclination to go for private coaching.

Irrespective of the income group, most guardians seem to rely mainly on classroom teaching for the academic progress of their wards. (Table 5.14) A little more than 50 per cent of the guardians thought that classes are held regularly, while more than 40 per cent felt them to be held moderately regularly. (Table 5.15) Outside interference in academic affairs is a growing phenomenon in the view of a large number of guardians. (Table 5.16) While 44 per cent of responding students, felt the load of studies to be heavy, 63 per cent of guardians thought it to be so. (Table 5.17) Irrespective of the income group they belonged to, guardians felt the need for additional coaching for their wards; this is despite their statement that they rely mainly on schools for the academic progress of their wards, and that, according to them, classes are held more or less regularly.

TABLE 5.1
Response of Students : Regularity of Classes

					Percentage of Students		
					Male	Female	Total
Classes Regularly Held					57.52	73.37	62.80
Not Regularly Held					42.48	26.37	37.11
No Response					0.00	0.26	0.09
TOTAL					100.00	100.00	100.00

TABLE 5.2
Response of Students : Reasons for Irregularity of Classes

					Percentage of Students		
					Male	Female	Total
Teachers attend school irregularly					23.15	31.37	25.12
Teachers present in school, but not taking classes					28.40	30.39	28.87
Frequent holidays					44.44	34.31	42.02
No response					4.01	3.92	3.99
TOTAL					100.00	100.00	100.00

TABLE 5.3
Response of Students : Burden of the Syllabus

	VII + N. R.	IX	X	XI	XII	Total
The Syllabus is heavy	50.00	34.81	33.38	49.47	56.28	44.08
Not heavy	50.00	63.82	64.42	49.20	42.51	54.53
No response	0.00	1.37	1.75	1.34	1.21	1.39
TOTAL	100.00	100.00	100.00	100.00	100.00	100.00

TABLE 5.4

Response of Students : Private tuition from parents, tutors or tutorial homes

Whether receiving such private tuition	Class IX	Class X	Students attending		Total
			Class XI	Class XII	
Yes	92.49	93.42	93.58	96.76	93.99
No	7.17	6.58	6.42	3.24	5.92
No response	0.34	0.00	0.00	0.00	0.09
TOTAL	100.00	100.00	100.00	100.00	100.00

TABLE 5.5

Response of Students : Reasons for recourse to private tuition

Reason	Class IX	Class X	Class XI	Class XII	Total
Irregular Class	7.38	6.57	9.14	10.04	8.34
Heavy burden	21.03	20.66	21.14	21.76	21.22
Unable to follow class lessons	10.33	6.10	9.43	10.88	9.27
Hoping for better results	59.41	64.79	58.29	55.65	59.31
Not stated	1.85	1.88	2.00	1.67	1.85
TOTAL	100.00	100.00	100.00	100.00	100.00

TABLE 5.6

Response of Students : Use of guide or note books

No. of note books used	Class IX	Class X	Class XI	Class XII	Total
One or two	64.85	65.79	64.44	63.56	64.72
Three or four	7.51	7.89	11.23	11.74	9.67
Five or more	1.71	3.95	1.60	2.83	2.44
None	25.94	21.93	21.66	21.46	22.65
No response	0.00	0.44	1.07	0.40	0.52
TOTAL	100.00	100.00	100.00	100.00	100.00

TABLE 5.7

Response of Teachers : Standard of Education

Standard	Percentage of responding teachers		
	Higher Secondary	Secondary	Total
Very good	4.45	3.60	4.29
Satisfactory	38.53	40.54	38.93
Unsatisfactory	54.79	54.05	54.64
Not mentioned	2.23	1.80	2.14
TOTAL	100.00	100.00	100.00

TABLE 5.8
Response of Teachers : Reasons for Unsatisfactory Academic Standard

Reason	Percentage of teachers		
	Higher Secondary	Secondary	Total
Faulty syllabi	17.15	18.02	17.32
Faulty teaching method	8.24	8.11	8.21
Faulty examination system	7.35	7.21	7.32
Some other factors	6.01	9.01	6.61
Not stated	61.25	57.66	60.54
TOTAL	100.00	100.00	100.00

TABLE 5.9
Response of Teachers : Appropriateness of Curricula

Satisfied	Percentage of responding teachers
1. Yes	47.68
2. No	51.79
3. Cannot make up mind	0.54
TOTAL	100.00

TABLE 5.10
Response of Teachers : Consistency between secondary and higher secondary curricula

Are the curricula consistent	Percentage of responding teachers
Yes	16.96
No	82.32
Cannot make up mind	0.71
TOTAL	100.00

TABLE 5.11
Response of Teachers : Nature of Syllabus

Nature of syllabus	Percentage of teachers		
	Higher Secondary	Secondary	Total
1. Perfectly well constructed	12.47	15.32	13.04
2. Well constructed on the whole	73.12	67.57	72.50
3. Badly constructed	13.14	17.12	13.93
4. Not mentioned	0.67	0.00	0.54
TOTAL	100.00	100.00	100.00

TABLE 5.12

Response of Teachers : Time available for completing syllabus

Enough time available	Percentage of teachers		
	Higher Secondary	Secondary	Total
1. Yes	44.54	44.14	44.46
2. No	55.01	55.86	55.18
3. No response	0.45	0.00	0.36
TOTAL	100.00	100.00	100.00

TABLE 5.13

Response of Teachers : Reform of examination system

Need for Reform	Percentage of teachers		
	Higher Secondary	Secondary	Total
Yes	72.61	67.57	71.61
No	17.37	17.12	17.32
Do not know	6.24	4.50	5.89
No response	3.79	10.81	5.18
TOTAL	100.00	100.00	100.00

TABLE 5.14

Response of Guardians : Dependence for academic progress of wards

Dependence on	Range of Income (Rs. per month)					Total
	Not Mentioned	1-1,000	1,001-2,500	2,501-5,000	Above 5,000	
1. The ward's school	82.35	73.64	75.61	73.68	70.59	74.62
2. Private tutor/coaching class	11.76	25.45	22.93	25.73	29.41	24.23
3. Note book from market	0.00	0.91	1.46	0.58	0.00	0.96
4. Not stated	5.88	0.00	0.00	0.00	0.00	0.19
TOTAL	100.00	100.00	100.00	100.00	100.00	100.00

TABLE 5.15

Response of Guardians : Regularity of classes

Extent of Regularity	Range of Income (Rs. per month)					Total
	Not Mentioned	1-1,000	1,001-2,500	2,501-5,000	Above 5,000	
Regular	41.18	52.73	52.68	59.06	52.94	54.42
Moderately regular	58.82	43.64	43.90	39.77	47.06	43.08
Irregular	0.00	3.64	3.41	1.17	0.00	2.50
TOTAL	100.00	100.00	100.00	100.00	100.00	100.00

TABLE 5.16
Response of Guardians : Outside interference in academic affairs

Interference from outside	Not Mentioned	Range of Income (Rs. per month)				Total
		1- 1,000	1,001- 2,500	2,501- 5,000	Above 5,000	
1. Yes	35.29	34.55	25.85	25.15	29.41	27.88
2. Yes and gradually increasing	52.94	50.91	54.15	58.48	52.94	54.81
3. Yes but gradually decreasing	11.76	11.82	13.17	12.87	11.76	12.69
4. No response	0.00	2.73	6.83	3.51	5.88	4.62
TOTAL	100.00	100.00	100.00	100.00	100.00	100.00

TABLE 5.17
Response of Guardians : The load of study

The load is heavy	Not Mentioned	Range of Income (Rs. per month)				Total
		1- 1,000	1,001- 2,500	2,501- 5,000	Above 5,000	
Yes	70.59	60.00	65.37	60.82	70.59	63.08
No	29.41	40.00	33.66	38.60	29.41	36.35
No response	0.00	0.00	0.98	0.58	0.00	0.58
TOTAL	100.00	100.00	100.00	100.00	100.00	100.00

TABLE 5.18
Response of Guardians : Need for additional help for ward

Additional help needed	Not Mentioned	Range of Income (Rs. per month)				Total
		1- 1,000	1,001- 2,500	2,501- 5,000	Above 5,000	
Yes	82.35	82.73	89.27	78.36	88.24	84.04
No	17.65	17.27	10.24	21.05	11.76	15.58
No response	0.00	0.00	0.49	0.58	0.00	0.58
TOTAL	100.00	100.00	100.00	100.00	100.00	100.00

APPENDIX—5.II

District and Block/Municipality-wise Distribution of Schools

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Cooch Behar	Cooch Behar-I	184	11	17	1	4	1	2
	Cooch Behar-II	202	9	15	2	0	0	0
	Dinhata-I	172	10	6	2	2	0	0
	Dinhata-II	159	8	9	1	3	0	0
	Sitai	58	5	2	0	0	0	0
	Tufanganj-I	141	10	9	1	0	1	0
	Tufanganj-II	123	6	7	2	0	0	0
	Mathabhanga-I	130	6	5	0	1	0	0
	Mathabhanga-II	140	10	5	1	1	0	0
	Sitalkuchi	106	4	5	1	1	0	0
	Mekliganj	114	4	5	1	0	0	0
	Haldibari	91	5	2	2	0	0	0
	Cooch Behar Municipality	57	1	8	6	0	0	0
	Dinhata Municipality	16	2	1	3	0	0	0
	Tufanganj Municipality	13	0	2	1	0	0	0
	Mathabhanga Municipality	13	0	3	2	0	0	0

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Jalpaiguri	Rajganj	Rajganj Circle	82	NA.	NA.	NA.		
		Rajganj West Circle	79	12	13	2	0	0
	Mal	Mal Circle	86	8	6	3	0	0
		Mal South Circle	74				0	0
	Jalpaiguri Sadar	Sadar North Circle	81	10	19	1	0	0
	Dhupguri	Sadar East Circle	55				0	0
		Sadar South Circle	82	8	14	4	0	0
	Matelli	Sadar West Circle	77	3	3	0	0	0
	Nagrakata	Dhupguri Circle	65	2	4	1	0	0
	Moynaguri	Dhupguri III Circle	68	12	12	3	0	0
Jalpaiguri	Kumargram	Dhupguri West Circle	32	6	5	0	0	0
	Alipurduar-I	Matali Circle	107	10	12	0	0	0
	Alipurduar-II	Moynaguri Circle	66	7	9	1	0	0
	Kalchini	Moynaguri North Circle	72	9	8	0	0	0
	Madarighat-Birpara	Moynaguri South Circle	67	5	5	2	2	0
	Falakata	Kumargramduar Circle	59	5	8	3	0	0
	Jalpaiguri Municipality	Kumargramduar East Circle	57	2	3	6	0	0
		Alipurduar Circle	54				0	0
	Alipurduar Municipality	Alipurduar North Circle	78	3	5	4	0	0
		Alipurduar East Circle	76	NA.	NA.	NA.	NA.	NA.
		Alipurduar South Circle	52	NA.	NA.	NA.	NA.	NA.
		Alipurduar West Circle	66	NA.	NA.	NA.	NA.	NA.
		Kalchini Circle	101	NA.	NA.	NA.	NA.	NA.
		Madarihat Circle	87	NA.	NA.	NA.	NA.	NA.
		Falakata Circle	75	NA.	NA.	NA.	NA.	NA.
		Falakata North Circle	76	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Dakshin	Balurghat	268	9	26	7	0	0	0
Dinajpur	Gangarampur	173	5	14	2	1	1	0
	Hilli	76	4	4	2	0	0	0
	Tapan	200	6	9	1	1	0	0
	Kumarganj	136	7	7	1	2	2	1
	Kushmundi	140	8	4	1	0	1	2
	Banshkhari	143	7	8	2	1	0	2
Uttar-	Raiganj	297	10	20	4	1	1	1
Dinajpur	Kaliaganj	185	5	9	2	1	1	0
	Himtabad	84	4	5	1	0	0	1
	Itahar	187	6	7	2	2	0	1
	Islampur	159	8	4	2	1	0	0
	Karandighi	137	6	7	1	0	1	1
	Goalpokhar-I	102	6	4	0	0	0	0
	Goalpokhar-II	104	7	4	2	0	1	1
	Chopra	130	4	5	1	1	1	0

NA. — not available

Source : Government of West Bengal.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Darjeeling	Jore Bunglow							
	—Sukhiapokhri	NA.	7	5	2	NA.	NA.	NA.
	Bijanbari							
	—Phoolbazar	NA.	12	4	1	NA.	NA.	NA.
	Takdaha							
	—Rangliot	92	4	3	1	NA.	NA.	NA.
	Gorubathan	59						
	Kalimpong-I	100	5	4	0	NA.	NA.	NA.
	Kalimpong-II	49	6	5	1	NA.	NA.	NA.
	Kalimpong-III		3	1	0	NA.	NA.	NA.
	Kurseong	73	4	6	1	NA.	NA.	NA.
	Mirik	40	4	1	1	NA.	NA.	NA.
	Darjeeling Municipality	2	NA.	NA.	NA.	NA.	NA.	NA.
	Kalimpong Municipality	18	NA.	NA.	NA.	NA.	NA.	NA.
	Kurseong Municipality	19	NA.	NA.	NA.	NA.	NA.	NA.
	Siliguri-Naxalbari	119	6	2	3	NA.	NA.	NA.
	Kharibari-Phansidewa	191	3	10	2	NA.	NA.	NA.
	Siliguri Municipality	73	6	11	8	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Malda	Bamangola	105	NA.	NA.	NA.	NA.	NA.	NA.
	Chanchal-I	100	NA.	NA.	NA.	NA.	NA.	NA.
	Chanchal-II	83	NA.	NA.	NA.	NA.	NA.	NA.
	Englishbazar	148	NA.	NA.	NA.	NA.	NA.	NA.
	Gazol	194	NA.	NA.	NA.	NA.	NA.	NA.
	Habibpur	147	NA.	NA.	NA.	NA.	NA.	NA.
	Harishchandrapur-I	105	NA.	NA.	NA.	NA.	NA.	NA.
	Harishchandrapur-II	107	NA.	NA.	NA.	NA.	NA.	NA.
	Kaliachak-I	130	NA.	NA.	NA.	NA.	NA.	NA.
	Kaliachak-II	121	NA.	NA.	NA.	NA.	NA.	NA.
	Kaliachak-III	90	NA.	NA.	NA.	NA.	NA.	NA.
	Malda	106	NA.	NA.	NA.	NA.	NA.	NA.
	Manikchak	146	NA.	NA.	NA.	NA.	NA.	NA.
	Ratha-I	117	NA.	NA.	NA.	NA.	NA.	NA.
	Ratha-II	83	NA.	NA.	NA.	NA.	NA.	NA.
	Englishbazar Municipality	88	NA.	NA.	NA.	NA.	NA.	NA.
	Old Malda Municipality	12	NA.	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Murshidabad	Berhampore	118	15	24	6	1	1	2
	Jalangi	97	8	5	3	1	0	1
	Hariharpara	116	4	9	1	0	0	2
	Nowda	104	5	5	2	0	0	1
	Domkal	126	10	7	3	0	1	4
	Beldanga-I	99	8	8	2	2	1	3
	Beldanga-II	85	7	6	1	0	0	2
	Kandi	117	7	12	2	0	0	0
	Bharatpur-I	99	5	7	1	0	1	0
	Bharatpur-II	93	5	10	3	1	1	0
	Barwan	173	12	12	3	0	0	0
	Khargram	150	6	16	2	1	0	2
	Murshidabad-Jiaganj	99	9	11	4	0	0	0
	Nabagram	143	4	12	4	1	1	0
	Raninagar-I	72	3	5	2	0	1	2
	Raninagar-II	78	1	5	1	1	0	2
	Bhagwbangola-I	70	1	4	1	0	1	2
	Bhagwbangola-II	69	1	5	0	0	0	2
	Lalgola	123	6	5	1	0	3	4
	Raghunathganj-I	80	5	3	4	1	0	1
	Raghunathganj-II	81	5	5	0	0	0	0
	Sagardighi	150	10	14	1	0	1	1
	Suti-I	69	3	6	0	0	1	0
	Suti-II	78	4	3	1	0	1	1
	Samserganj	88	6	5	2	0	0	2
	Farakka	81	3	5	3	0	0	1
	Berhampore Municipality	111	NA.	NA.	NA.	NA.	NA.	NA.
	Jiaganj-Ajimganj Municipality	31	NA.	NA.	NA.	NA.	NA.	NA.
	Murshidabad Municipality	33	NA.	NA.	NA.	NA.	NA.	NA.
	Kandi Municipality	35	NA.	NA.	NA.	NA.	NA.	NA.
	Jangipore Municipality	34	NA.	NA.	NA.	NA.	NA.	NA.
	Dhulian Municipality	18	NA.	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Nadia	Kaliganj	152	4	9	6	0	0	1
	Nakashipara	161	12	15	3	1	1	0
	Krishnagar-I	234	13	25	4	0	0	0
	Krishnagar-II	65	3	6	1	0	0	0
	Nabadwip	181	8	13	3	0	0	0
	Santipur	149	12	13	2	0	0	0
	Ranaghata-I	169	11	21	5	1	0	0
	Ranaghata-II	183	16	17	2	0	0	0
	Chakdaha	304	15	25	6	0	1	1
	Haringhata	109	6	8	3	0	0	0
	Krishnaganj	88	8	5	3	0	0	0
	Chapra	136	9	9	2	1	0	0
	Hanskiali	149	18	13	2	0	1	1
	Tehatta-I	125	5	10	1	0	0	0
	Tehatta-II	63	1	5	3	0	0	0
	Karimpur-I	94	6	6	3	1	1	1
	Karimpur-II	98	2	8	1	1	0	0

District	Block/ Municipality	Number of Schools					Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	High/Higher Secondary	Junior	Senior	High
North 24-Parganas	Rajarhat	94	6	NA.	NA.	22	0	0	2
	Amdanga	72	6	NA.	NA.	8	0	1	2
	Barasat-I	120	8	NA.	NA.	26	1	1	1
	Barasat-II	91	14	NA.	NA.	12	1	2	0
	Deganga	157	4	NA.	NA.	14	2	1	2
	Habra-I	89	17	NA.	NA.	30	0	0	0
	Habra-II	74	8	NA.	NA.	26	0	1	2
	Barrackpur-I	104	NA.	NA.	NA.	NA.	NA.	NA.	NA.
	Barrackpur-II	58							
	Bashirhat-I	81	14	NA.	NA.	15	0	1	
	Basirhat-II	112	6	NA.	NA.	10	0	0	
	Baduria	182	9	NA.	NA.	18	0	2	
	Swarupnagar	133	14	NA.	NA.	14	0	2	
	Haroa	72	4	NA.	NA.	9	0	0	
	Minakhan	73	5	NA.	NA.	6	0	1	
	Sandeshkhali-I	73	2	NA.	NA.	4	0	0	
	Sandeshkhali-II	81	11	NA.	NA.	14	0	0	
	Hasnabad	108	10	NA.	NA.	14	1	1	
	Hingalganj	119	12	NA.	NA.	15	1	0	
	Bongaon	181	26	NA.	NA.	18	NA.	2	
	Bagdah	121	12			10	NA.	0	
	Gaighata	160	13	NA.	NA.	24	NA.	0	
	Barasat Municipality	43	NA.	NA.	NA.	NA.	NA.	NA.	
	Habra Municipality	45	NA.	NA.	NA.	NA.	NA.	NA.	
	Bongaon Municipality	35	NA.	NA.	NA.	NA.	NA.	NA.	
	Gobardanga Municipality	33	NA.	NA.	NA.	NA.	NA.	NA.	
	Ashokenagar-Kalyan- garh Municipality	71	NA.	NA.	NA.	NA.	NA.	NA.	
	Naihati Municipality	59	NA.	NA.	NA.	NA.	NA.	NA.	
	Kanchrapara Municipality	51	NA.	NA.	NA.	NA.	NA.	NA.	
	Halishahar Municipality	67	NA.	NA.	NA.	NA.	NA.	NA.	
	Bhatpara Municipality	119	NA.	NA.	NA.	NA.	NA.	NA.	
	North Barrackpur Municipality	55	NA.	NA.	NA.	NA.	NA.	NA.	
	Garulia Municipality	21	NA.	NA.	NA.	NA.	NA.	NA.	
	Barrackpur Cantonment								
	Board	14	NA.	NA.	NA.	NA.	NA.	NA.	
	Barrackpur Municipality	48	NA.	NA.	NA.	NA.	NA.	NA.	

District	Block/ Municipality	Number of Schools					Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	High/Higher Secondary	Junior	Senior	High
Kolkata	Kharda Municipality	28	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Titagarh Municipality	43	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Panihati Municipality	118	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	New Barrackpur Municipality	37	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Kamarhati Municipality	101	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	South Dum Dum Municipality	64	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Salt Lake Notified Area	10	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	North Dum Dum Municipality	64	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Baranagar Municipality	77	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Bashirhat Municipality	59	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Baduria Municipality	30	NA.	NA.	NA.	NA.	NA.	NA.	NA.
Kolkata	Taki Municipality	23	NA.	NA.	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
South 24- Parganas	Gosaba	149	15	22	2	0	0	0
	Basanti	142	8	10	1	0	1	0
	Canning-I	106	5	9	2	0	2	0
	Canning-II	76	2	4	0	1	0	0
	Sonarpur	108	11	19	6	1	0	0
	Bishnupur-I	105	11	4	1	0	0	0
	Bishnupur-II	103	11	12	1	0	0	1
	Joynagar-I	103	12	11	2	2	0	0
	Joynagar-II	100	10	8	0	1	0	0
	Baruipur	146	7	20	2	0	0	0
	Kultali	61	7	6	2	1	0	0
	Bhangar-I	90	4	7	0	0	1	1
	Bhangar-II	86	4	5	2	1	1	0
	Thakurpukur							
	Metiaburuz	51	12	8	1	0	0	0
	Budge Budge-I	43	9	10	3	0	0	0
	Budge Budge-II	47	7	13	3	0	0	0
	Maheshtala	66	9	9	5	1	1	2
	Namkhana	95	12	7	4	0	0	1
	Sagar	122	15	12	3	1	0	0
	Kakdwip	136	17	17	2	2	0	0
	Kulpi	203	16	9	4	2	1	0
	Patharpratima	199	15	22	4	0	0	0
	Mathurapur-I	122	12	11	1	2	0	1
	Mathurapur-II	63	10	13	2	1	0	0
	Mandirbazar	127	12	16	1	0	0	0
	Falta	143	21	12	2	0	0	1
	Magrahat-I	104	6	15	2	1	2	3
	Magrahat-II	129	5	13	1	1	0	1
	Diamond Harbour-I	75	10	3	0	1	1	1
	Diamond Harbour-II	114	9	10	3	0	0	2
	Budge Budge Municipality	0	1	1	0	0	0	0
	Rajpur Municipality	0	3	3	0	0	0	0
	Jainagar Municipality	0	1	2	0	0	0	0
	Baruipur Municipality	0	1	2	0	0	0	0
	Diamond Harbour Municipality	0	3	2	0	0	0	0
	Calcutta Municipal Corporation	33	71	16	1	1	0	0

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Calcutta	Circle-I	76	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-II	75	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-III	80	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-IV	69	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-V	55	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-VI	62	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-VII	72	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-VIII	67	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-IX	63	115			472	0	2
	Circle-X	63	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XI	65	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XII	50	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XIII	76	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XIV	39	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XV	62	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XVI	64	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XVII	53	NA.	NA.	NA.	NA.	NA.	NA.
	Circle-XVIII	57	NA.	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Howrah	Bally Jagachha	61	8	NA.	NA.	7	NA.	NA.
	Domjur	153	15	NA.	NA.	23	NA.	NA.
	Jagatballabhpur	142	6	NA.	NA.	16	NA.	NA.
	Sankrail	118	9	NA.	NA.	6	NA.	NA.
	Panchla	99	6	NA.	NA.	18	NA.	NA.
	Amta	133	9	NA.	NA.	18	NA.	NA.
	Amta-II	151	8	NA.	NA.	16	NA.	NA.
	Udaynarayanpur	120	7	NA.	NA.	16	NA.	NA.
	Uluberia-I	143	12	NA.	NA.	23	NA.	NA.
	Uluberia-II	57	12	NA.	NA.	11	NA.	NA.
	Bagnan-I	106	9	NA.	NA.	15	NA.	NA.
	Bagnan-II	97	7	NA.	NA.	9	NA.	NA.
	Shyampur-I	124	11	NA.	NA.	15	NA.	NA.
	Shyampur-II	125	8	NA.	NA.	10	NA.	NA.
	Howrah Municipality	38	NA.	NA.		120	NA.	NA.
	Bally Municipality	3	NA.	NA.		20	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Hooghly	Chinsurah-Mogra	187	12	32	15	1	0	1
	Polba-Dadpur	199	11	9	1	0	0	1
	Pandua	183	11	23	4	0	0	2
	Balagarh	161	7	16	3	0	0	0
	Dhaniakhali	231	9	22	6	0	0	2
	Haripal	178	3	14	2	1	0	0
	Singur	260	10	19	16	0	0	0
	Tarakeswar	107	10	10	2	1	0	0
	Serampore-Uttarpura	221	18	50	21	0	0	0
	Chanditala-I	86	8	7	5	2	0	2
	Chanditala-II	83	7	9	5	0	0	0
	Jangipara	142		12	3	0	0	0
	Arambag	159	11	22	7	2	0	0
	Pursurah	99	6	8	2	0	0	0
	Khanakul-I	168	14	13	1	1	0	0
	Khanakul-II	143	10	9	2	0	0	0
	Goghat-I		11	11	4	0	0	0
	Goghat-II	123	10	10	1	0	0	0
	Chandannagar Corporation	NA.	8	11	NA.	NA.	NA.	NA.
	Chapdani Municipality	NA.	2	4	NA.	NA.	NA.	NA.
	Bhadreswar Municipality	NA.	2	2	NA.	NA.	NA.	NA.
	Chinsurah-Hooghly Municipality	NA.	NA.	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Midnapore	Salboni	158	13	10	0	0	0	0
	Midnapore Sadar	120	8	7	0	0	0	0
	Kespur	239	18	18	0	1	1	1
	Debra	201	11	24	1	0	0	0
	Garbeta-I	170	9	10	2	0	0	0
	Garbeta-II	160	6	11	1	0	0	0
	Keshiary	116	7	4	3	0	0	0
	Dantan-I	104	6	11	1	0	0	0
	Dantan-II	89	9	9	1	1	0	0
	Mohanpur	78	7	4	1	0	0	0
	Pingla	147	11	15	3	0	0	0
	Sabong	218	29	15	4	0	0	0
	Narayangarh	226	8	20	5	0	0	0
	Kharagpur-I	107	6	18	6	0	0	0
	Kharagpur-II	144	11	13	1	0	0	0
	Jhargram	211	11	16	1	0	0	0
	Nayagram	156	11	8	0	0	0	0
	Sankrail	145	6	8	0	0	0	0
	Gopiballabhpur-I	124	4	6	1	0	0	0
	Gopiballabhpur-II	130	7	8	1	0	0	0
	Binpur-I	77	7	8	1	0	0	0
	Binpur-II	242	9	11	1	0	0	0
	Jamboni	109	10	3	3	0	0	0
	Contai-I	130	11	13	5	2	0	0
	Contai-II	127	12	8	1	0	0	0
	Contai-III	126	6	12	1	0	0	0
	Khejuri-I	53	13	13	2	0	0	0
	Khejuri-II	139	9	5	1	0	0	0
	Patashpur-I	158	10	12	2	0	0	0
	Patashpur-II	82	13	12	1	0	0	0
	Bhagwanpur-I	153	14	14	1	0	0	0
	Bhagwanpur-II	149	17	16	0	0	0	0
	Egra-I	109	12	8	1	0	0	0
	Egra-II	104	9	13	1	0	0	0
	Ramnagar-I	123	8	7	1	0	0	0
	Ramnagar-II	96	12	9	1	0	0	0

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
	Garbeta-III	115	7	4	2	1	0	0
	Ghatal	164	17	16	3	0	0	1
	Chandrakana-I	109	11	12	2	0	0	0
	Chandrakana-II	107	7	7	2	0	0	0
	Daspur-I	122	15	18	1	0	0	0
	Daspur-II	157	14	15	1	0	0	0
	Moyna	147	9	15	3	0	0	0
	Nandigram-I	117	7	11	2	0	1	1
	Nandigram-II	90	9	15	1	0	0	0
	Nandigram-III	118	15	14	2	0	0	0
	Tamluk-I	146	10	25	2	0	0	0
	Tamluk-II	106	9	12	2	0	0	0
	Panskura-I	193	15	19	1	1	0	0
	Panskura-II	148	7	19	2	0	0	0
	Sutahata-I	115	8	14	2	0	0	0
	Sutahata-II	86	10	7	2	1	0	0
	Mahishadal-I	156	12	13	1	0	0	0
	Mahishadal-II	122	13	14	1	0	0	0
	Kharagpur Municipality	85	6	NA.	NA.	0	NA.	NA.
	Midnapore Municipality	95	0	12	4	0	0	1
	Ghatal Municipality	36	NA.	NA.	NA.	NA.	NA.	NA
	Kharar Municipality	12	NA.	NA.	NA.	NA.	NA.	NA
	Khirpai Minicipality	12	NA.	NA.	NA.	NA.	NA.	NA
	Ramjibanpur Municipality	17	NA.	NA.	NA.	NA.	NA.	NA.
	Chandrakona Municipality	18	NA.	NA.	NA.	NA.	NA.	NA.
	Tamluk Municipality	26	NA.	NA.	NA.	NA.	NA.	NA.
	Contai Municipality	5	NA.	NA.	NA.	NA.	NA.	NA.
	Haldia Notified Area	1	NA.	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Bankura	Indas	136	7	9	3	0	0	0
	Ranibandh	151	7	4	2	0	0	0
	Raipur-I	148	8	9	2	0	0	0
	Raipur-II	153	8	12	3	0	0	0
	Bishnupur	124	1	11	5	1	0	0
	Onda	237	4	17	3	0	0	0
	Patrasayer	135	7	8	2	0	0	0
	Sonamukhi	148	4	10	3	0	0	0
	Saltora	115	2	8	2	0	0	0
	Simlipal	167	9	10	2	0	0	0
	Mezhia	69	3	4	1	0	0	0
	Khatra -I	113	8	12	1	0	0	0
	Khatra-II	87	2	6	0	0	0	0
	Bankura-I	101	8	16	7	0	0	0
	Bankura-II	118	6	5	1	0	0	0
	Barjora	181	7	10	4	0	0	1
	Kotulpur	155	7	13	2	0	0	0
	Gangajalghati	158	9	10	2	0	0	0
	Chhatna	NA.	11	9	3	0	0	0
	Taldangra	NA.	9	7	2	1	0	0
	Indpur	NA.	15	7	5	0	0	0
	Jaiypur	NA.	5	9	3	0	0	0

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Purulia	Arsha	132	4	5	1	0	0	0
	Bagmundi	135	5	3	2	0	0	0
	Balarampur	122	4	4	2	0	0	0
	Barabazar	198	9	5	3	0	0	0
	Purulia-I	163	8	5	1	0	1	0
	Purulia-II	118	6	12	1	0	0	0
	Jhalda-I	143	6	6	3	0	0	0
	Jhalda-II	113	6	3	1	0	0	0
	Kashipur	223	7	7	7	0	0	0
	Manbazar-I	191	5	5	4	0	0	0
	Manbazar-II	134	8	6	1	0	0	0
	Neturia	98	6	5	1	0	0	0
	Santuri	88	4	5	1	0	0	0
	Raghunathpur-I	103	8	5	2	0	0	0
	Raghunathpur-II	94	1	5	2	0	0	0
	Para	162	8	7	4	0	0	0
	Jaipur	113	4	5	1	0	0	0
	Puncha	158	6	12	2	0	0	0
	Hura	185	10	11	3	0	0	0
	Bandwan	126	6	3	2	1	0	0
	Purulia Municipality	73	2	3	7	NA.	NA.	NA.
	Jhalda Municipality	20	NA.	NA.	NA.	NA.	NA.	NA.
	Raghunathpur Municipality	21	NA.	NA.	NA.	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Burdwan	Burdwan Sadar	269	9	15	5	1	0	0
	Ausgram-I	105	9	9	2	1	0	0
	Ausgram-II	125	3	9	1	0	0	0
	Bhatar	166	11	20	4	1	0	0
	Galsi-I	215	6	7	0			
	Galsi-II	215	2	13	1	0	0	3
	Jamalpur	162	14	15	6	0	0	1
	Khandaghosh	137	7	13	0	0	0	2
	Memari-I	116	4	11	2	0	1	1
	Memari-II	120	6	13	3	3	0	0
	Raina-I	166	7	14	2	1	0	0
	Raina-II	110	12	12	3	0	0	0
	Asansol	88	2	0	0	0	0	0
	Barabani	77	4	3	0	0	0	0
	Hirapur	75	5	11	2	0	0	0
	Jamuria-I	64	6	5	2	0	0	0
	Jamuria-II	39	3	3	0	0	0	0
	Kulti	74	5	11	4	0	0	0
	Raniganj	70	2	10	2	0	0	0
	Salampur	61	4	6	0	0	0	0
	Durgapur	92	7	NA.	NA.	NA.	NA.	NA.
	Andal	83	9	12	2	NA.	NA.	NA.
	Faridpur	61	4	5	1	NA.	NA.	NA.
	Kanksa	105	9	8	1	NA.	NA.	NA.
	Dainhat	18	NA.	NA.	NA.	NA.	NA.	NA.
	Kalna-I	77	10	12	6	NA.	NA.	NA.
	Kalna-II	168	5	8	2	NA.	NA.	NA.
	Manteswar	173	17	15	4	NA.	NA.	NA.
	Purbasthali-I	79	6	8	1	NA.	NA.	NA.
	Purbashtali-II	144	6	12	3	NA.	NA.	NA.
	Katwa-I	104	6	11	5	NA.	NA.	NA.
	Katwa-II	84	6	12	1	1	0	0
	Ketugram-I	96	3	12	2	5	0	0
	Ketugram-II	84	5	7	1	0	0	0
	Mangalkota	92	6	20	2	0	0	0
	Natunhat	83	NA.	NA.	NA.	0	0	0
	Burdwan Municipality	NA.	11	22	7	NA.	NA.	NA.
	Asansol Municipality	NA.	6	19	8	0	0	0
	Durgapur Notified Area	NA.	NA.	15	4	NA.	NA.	NA.

District	Block/ Municipality	Number of Schools				Number of Madrasahs		
		Primary	Junior High	High	Higher Secondary	Junior	Senior	High
Birbhum	Suri-I	80	3	11	5	0	0	0
	Suri-II	73	1	5	2	0	0	0
	Rajnagar	88	3	5	2	0	0	0
	Sainthia	182	6	19	3	0	0	0
	Dubrajpur	145	4	12	2	0	0	0
	Khayrasole	118	5	10	2	0	0	0
	Mohammadbazar	117	4	12	2	0	0	0
	Ilambazar	128	5	6	1	1	2	1
	Bolpur							
	Sriniketan	139	7	15	5	1	0	2
	Nanoor	152	11	11	3	1	0	1
	Labhpur	152	8	14	2	1	0	0
	Rampurhat-I	142	5	15	2	0	0	1
	Rampurhat-II	106	6	11	2	0	0	1
	Nalhati-I	140	3	9	3	0	0	1
	Nalhati-II	65	8	10	1	2	1	0
	Murarai-I	95	2	10	1	0	0	1
	Murarai-II	85	4	7	1	2	0	1
	Mayureswar-I	109	4	15	1	0	0	0
	Mayureswar-II	84	7	8	2	0	0	0
	Suri Municipality	32	NA.	NA.	NA.	NA.	NA.	NA.
	Rampurhat Municipality	22	NA.	NA.	NA.	NA.	NA.	NA.
	Bolpur Municipality	26	NA.	NA.	NA.	NA.	NA.	NA.

APPENDIX 5.III

A Suggested Revision of the Natural and Life Science courses in the Secondary and Higher Secondary Courses in West Bengal

By

Dr. Dipankar Chattarji

Assisted by Dr. Bratindra Nath Chattopadhyay

Visva Bharati University

Part One : The Secondary Course

Nature of the Courses

1. A science course for the secondary (Madhyamik) programme should form a self-contained package designed to implement well-defined aims and objectives. It should offer a comprehensive overview of the subject on the appropriate level.
2. The course should promote an appreciation and understanding of concepts rather than merely impart information.
3. We believe that science education at the school level has to be based on direct experience. A school science course has to consist of graded lessons with carefully thought-out laboratory experiments which serve as jumping off points for the introduction of new concepts. Each experiment has to be so designed that the related concepts appear to flow from it in a natural manner. In the long run, it should also bring about an appreciation of the fact that control is an important ingredient of scientific experience. But this should happen naturally rather than through explicit suggestion.
4. Starting with this experimental component, the teacher should pose appropriate questions stimulating discussion and eventually leading to the articulation of the desired concepts. Such lessons may be supplemented with real life experience either in the laboratory or in the field.
5. In addition to day-to-day work in the class, creativity should be encouraged through carefully designed project work.
6. Assessment should preferably be continuous, involving all the pathways indicated above.
7. As far as possible, the unity of the subject, i.e., the physical or biological sciences, should be brought out through the organization of the curriculum.

Some Comments on Methodology

1. Axiomatic formulations should be avoided as far as possible. This means that definitions should be avoided. Wherever possible, concepts should be introduced through an operation or a set of operations, a process of measurement etc.
2. Wherever possible, a key concept or a set of related concepts should be introduced by way of controlled experience. This should preferably consist of a demonstration experiment with clear-cut steps, which would bring out the full meaning of the concepts. In case this is not possible, the student should be encouraged to visualize a thought experiment and to answer meaningful questions about the thought experiment which would bring out the significance of the desired concepts.

3. It is desirable that the student should not be burdened with given wisdom. On the other hand, he should be encouraged to come up with all types of questions, however naive, and assured that science has always developed through the asking of such questions.
4. Each lesson should therefore be followed by problems and questions of varying difficulty. Some of them might relate closely to the material actually presented in class. Others may be more open-ended, calling for independent thinking on the part of the student.
5. As far as possible, the problems and questions should supplement the text material and not merely repeat it. Both problems and questions should preferably be concerned with real life situations. For example, in teaching acoustics, one could talk about music, and one could begin a discussion on changes of state with an account of fog and mist. As a matter of pedagogy, discussion of objective situations should take precedence over abstract principles. In other words, one must always go from the concrete to the abstract and not the other way around.

Design of Courses

The design consists of the following segments :

Segments 1A and 1B : The proposed course organized in 10 units for the Physical Sciences and 10 units for the Life Sciences.

Segment 2 : Proposed contents of the text-books with sample lesson.

Segment 3 : Reference material for further reading.

Segment 4 : Proposed contents of the teachers' manual with sample instructions for lessons in (A) Physical Sciences and (B) Life Sciences.

Segment 5 : Suggested contents for a laboratory manual.

Segment 1A : Proposed Course for the Physical Sciences

Unit 1 (Class VII) : Measurement and orders of magnitude.

A. Concepts relating to motion : motion and speed, average speed, graphical representation of motion and slope of the curve, change of slope and acceleration. Free fall and centripetal force, the inclined plane.

B. Constitution of matter : The atomic constitution of matter—atoms and molecules, interatomic forces and states of matter, the kinetic theory. Transport phenomena in liquids and gases, change of phase.

Unit 2 (Class VIII) : Kinds of forces, gravitation and gravity, weight and friction, energy, power; electric current and magnetic forces; heat and temperature, thermal capacity and modes of heat transfer.

Note : The treatment here will be based on direct experience and qualitative in character.

Unit 3 (Class VIII) : Electronic structure of atoms, atomic number and atomic weight, the periodic table, chemical combination and valency, acids and bases, oxidation and reduction, metals and non-metals.

Note : The treatment is to be empirical and qualitative.

Unit 4 (Class IX) : Force and momentum, Newton's laws of motion with examples, mass, weight and density, forces in equilibrium, conservation of momentum, kinetic and potential energy, work, conservation of energy, chemical and biological energy, the first law of thermodynamics and the mechanical equivalent of heat.

Unit 5 (Class IX) : Electric charge and electric field, charge of the electron, electric current, electrolysis and the electro-chemical equivalent, conservation of electric charge, electric current and potential difference, power, magnetic effect of currents.

Unit 6 (Class IX) : Acids, bases and salts; chemical formulae and chemical reactions, chemical equations, solutions, colloids, dissociation, photolysis and electrolysis, reaction rates, catalysis, enzymes, dynamic equilibrium.

Unit 7 (Class X) : Waves and vibrations. Simple harmonic motion and periodic motion, properties of waves, interference of waves, standing waves, wave front and diffraction, reflection and refraction of waves, sound waves, velocity of sound, light waves, velocity of light, colour and spectra, scattering of light, polarisation.

Unit 8 (Class X) : Gas laws and the absolute scale of temperature; preparation of some gases; preparation and properties of some acids, bases and salts.

Unit 9 (Class X) : Nature of the chemical bond; electro-valency and co-valency, elements of carbon chemistry, organic compounds, elementary bio-molecules.

Unit 10 (Class X) : Cathode rays, photo-electric effect, X-rays, hydrogen spectra and the Rutherford-Bohr model of the atom.

Segment 1B : Proposed Course for the Life Science

Unit 1 (Class VII) : Origin of life, extra-terrestrial life, evolution of organisms on the earth through time, biological classification, biological nomenclature, population and species.

Treatment : Classroom lecture, work sheets, visual aids, e.g., charts and posters.

Unit 2 (Class VII) : External structure of plants and its diversity, gross external features of animals (invertebrate and vertebrate) and their diversity.

Treatment : Classroom lecture, work sheets, museum and visual aids.

Unit 3 (Class VII) : Basic functions of living bodies (plants and animals), organs and systems : structure and function in plants.

Treatment : Classroom lecture, laboratory work, work sheets, visual aids.

Unit 4 (Class VIII) : Cell theory, kinds of tissue, Cell structure, the nucleus, chromosomes and cytoplasm, bio-physical and bio-chemical organisation, transport, membranes, turgour, plasmolysis, cell energy, cell division.

Treatment : Classroom lecture, laboratory work, work sheets, visual aids.

Unit 5 (Class IX) : Fixation of energy by green plants, organisms with and without chlorophyll. Food and its utilisation, respiration, circulation and excretion.

Treatment : Classroom lecture, work sheets, laboratory work, visual aids.

Unit 6 (Class IX) : The nervous system, hormones and control, homeostasis, behaviour, health and disease, drugs and medicine.

Treatment : Classroom lecture, work sheets, project work, visual aids.

Unit 7 (Class IX) : Reproduction, development, aging and biological death, genes, gene action, genetic engineering and its applications.

Treatment : Classroom lecture, work sheets, visual aids.

Unit 8 (Class X) : Chemical and organic evolution of life (neo-Darwinian treatment), human evolution.

Treatment : Classroom lecture, work sheets, visual aids.

Unit 9 (Class X) : The biosphere, life in air, water and on land, the community and its structure, population and patterns of population growth. Community boundary, forests, deserts, grassland, tundra, tropics, oceans, life zones.

Treatment : Classroom lecture, work sheets, visual aids, library, project work.

Unit 10 (Class X) : The ecological crisis : aquatic, air and terrestrial pollution, sound pollution, population and poverty, war. Conservation of the soil, forests, wild life and water resources, development and conservation, the economics of conservation.

Treatment : Classroom lecture, work sheets, laboratory work, visual aids, library and project work.

Note : It is suggested that some topics in soil and bio-geography be included in the geography course of the Secondary (Madhyamik) programme.

Segment 2A : Proposed Contents of the Text Books

1. Introduction

2. How to use the book

3. Subject topics # 1

 Learning objective

 Learning material

 Review questions

 Key terms and concepts

 Further reading

4. Subject topic # 2

●

●

n. Subject topic # n - 2

n+1 Review problems and questions (for the full text)

n+2 Glossary

n+3 Index

Segment 2B : Sample lesson in the Life Science (for the use of the student)

Unit 10 (Class X) : Conservation of the soil*

Soil :

The soil is the actual stuff on which a society sets up its household. People do not simply live on it. They also depend on it for the food they themselves eat and the food with which they feed their animals. There was a time in this country when no attention was paid to the soil. The population was small enough for us to get away with this. The country too was large and rich enough. A farmer could till his plot for several years till the soil became starved of its basic nutrients. When the land finally gave out, the farmer had only to move on to some new area where the soil was still rich and fertile. In time, of course, the population grew. Almost all the useful land was now owned or lived on. It was no longer possible for the farmer to simply move out when his land began to fail. Instead, he had to depend on the same soil year after year. Slowly, almost unseen, the productivity of his land becomes lower and lower.

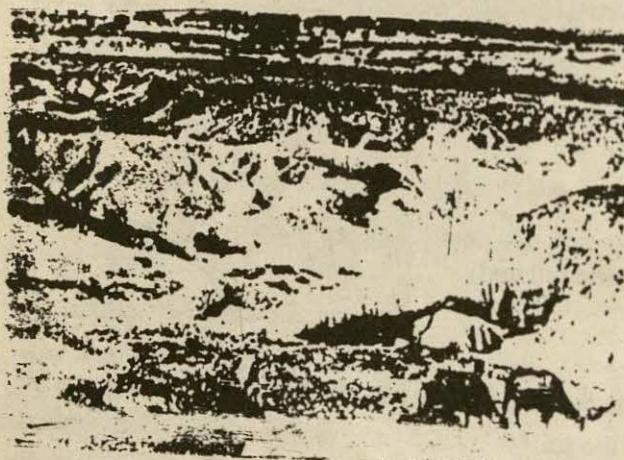
*This sample lesson is based in part on material from a report entitled "The State of India's Environment 1984-85", Centre for Science and Environment, New Delhi, 1985.

A case study :

"Lahar is a village 25 Km to the north of Morena in M. P. Its air was once heavy with the smell of moist soil, its evenings laced with splintered, reedy songs of Allah and Udal, the braves of Prithviraj Chauhan. But now all life has fled. Heaps of stone, a yawning hole for a door, fissured walls and a dying well are all that remain, yet more victims of the advancing ravines. Surveying the desolation, V. K. Sharma, Sub-Divisional Officer, Morena, comments : "There are hundreds of Lahars in this area." He points to another village in the distance : "In a few years that too will be devastated."

Ravine and gully erosion are possibly the most spectacular types of erosion and have already degraded about 40 lakh hectares in the country. The problem mainly affects the states of Uttar Pradesh, Madhya Pradesh, Bihar, Rajasthan and Gujrat, which account for over 33 lakh hectares of ravines found along the Chambal, Yamuna, Mahi, Sabarmati and their tributaries. These ravines are threatening to encroach upon another 50 lakh hectares to 60 lakh hectares of adjoining productive table lands.

In the districts of the famous Chambal valley more than 10 per cent of the villages have become completely depopulated. On the edges of the Chambal and its tributaries the ravines progress at a relentless crawl. The villagers move towards the unaffected lands, bringing more pressure on the already crowded area. The rush, the retreat is gradual. Displacement results in fragmentation of holdings, making cultivation highly inefficient and uneconomic."



Courtesy of
India's Environment, 1984-85

Exercise :

Table No. 1

Soil Sample							Remarks
Soil from thickly vegetated area	A						
Soil from sparsely vegetated area	B						
Soil from area with no vegetation	C						

Table No. 2

	Soil Sample A	Soil Sample B	Soil Sample C
Amount of water from jar after 5 minutes			

Problems :

1. In Table No. 1, compare the ratio of the depths of different soil components. Does it indicate the composition of the soil?
2. Do you find any relationship between the composition of the soil and the quality of vegetation?
3. Which soil seems to hold water best?
4. Through which soil does the water run out the fastest?
5. What seems to make one soil hold water better than another? (Consult the data in Table No. 1)
6. Do you see any relationship between the data in Table Nos. 1 and 2?

Top soil :

The top layer of the soil, where plants ordinarily grow, is called the top soil. It is rich in plant nutrients. The thickness of this layer varies from 2" to 10" or more. Its colour and texture are different from those of deeper layers of the soil. The dark top soil is rich in organic matter.

Even a 10 cm X 10 cm area of the soil surface can be inhabited by thousands of insects, bacteria and other organisms. Such organisms eat the leaves and twigs of plants, and remains of animals, and turn them into organic matter. This organic matter contains various chemical compounds and is a major source of plant nutrients.

Natural agencies like water and burrowing animals including earthworms take these compounds deep into the soil. As a result, the soil turns fertile. As a rule, a land area rich in plant and animal life is more fertile and has a better top soil. Formation of the top soil is a long-drawn and slow process. It takes about 1,000 years for top soil of one inch thickness to form. As much as 6,000 million tons of top soil are lost every year through erosion by wind and water in India.

Damage to the soil : major causes

- A. As the minerals needed by plants are slowly washed away, the soil turns into a barren tract of land where nothing will grow.

Plants depend mostly on N, P, K for survival. There are other minerals like Zn, Fe, Cu, Mg, B etc. The plant needs them in small quantities.

Every crop takes away both kinds of minerals from the soil. Farmers usually put those minerals back into the soil in the form of fertilizers. But in most cases they only put back the minerals that the plant needs most—N, P or K. In fact, most farmers add only N, as other fertilizers are too costly.

The Ranchi Agriculture College looked into this question in 1975-76. They found that the use of 100 Kg/hectare of N, P, K (in the ratio 50:25:25) led to the loss of zinc by 629 gm/hectare and copper by 433 gm/hectare. The soil regains some of the minerals through other means. But this does not make up for the loss. In the end the soil falls short of nutrients for the plants and turns barren.

- B. Climate too damage the soil. Sunlight strikes the land surface, which gets hot. This heat turns the moisture in the soil into water vapour. The water in the soil helps to bind soil particles together. As the water evaporates, the loo soil turns into dust. Winds blowing over the land surface carry this dust away. The soil dust leaves the site along with its mineral content. Rain drops falling from the sky break the soil into small pieces. Plants can only take in minrals which dissolve in water. Run-off rain water carries away such minerals. The water eventually settles down in a tank, pond or river. The silt brought with it reduces their storage capacity.
- C. Much loss of top soil along with its nutrients can also be caused by mining. There are two basic kinds of mining : open-cast and underground. Mining not only involves digging the land but also buildng roads, ropeways and railways for the transport of mineals. One must also build townships for the workers.

Surface mining can lead to removal of vegetation and top soil. Mining operations cannot go on for ever. When the stock of mineral is finished, the site is left as it is. The mined area, with its big dug-outs, debris, scattered rocks and boulders, lies absolutely barren. When the mining operation is on, the debris is heaped in different sites. Nothing can grow on it. Moreover, it blocks up a land area with top soil, where green plants could have grown otherwise.

On an average, 2 tonnes of reject material is required to be removed for every tonne of saleable iron ore.

- D. Cattle can also damage the soil by overgrazing an area. When a few cows and goats graze over a vast stretch of land, the grass gets time to grow again. But when too many cattle keep eating up all that grows the land surface becomes bare. Such land is easily eroded by wind, rain and sunlight.

Checking soil erosion

Biological technique : A good vegetation cover protects the land from damage. Sunlight falling on the green cushion causes much less heating. The impact of falling rain drops is reduced by the vegetation. Rain water held by the vegetation gradually gets into the soil. Even the water which flows away is obstructed by the vegetation. This helps to hold back the soil particles to some extent.

Mechanical technique : If the land is slopy, the flow of the run-off water can be checked by means of check-dams like the humps on a road that check speeding cars. One could also grow plants in a row. This checks the force of the run-off water.

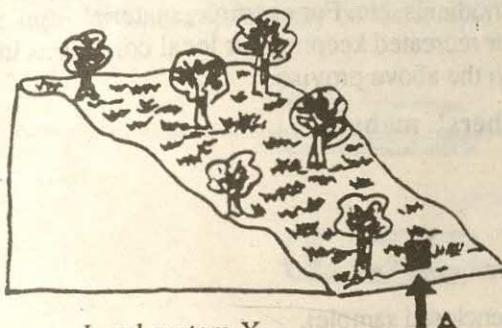
In strip cropping (that is, crops planted in parallel strips), selection of the types of crops can be made carefully. Strips of grain can be grown alternately with strips of grass. The grass helps to hold back at least part of the mineal content that would ohterwise get carried away.

Plant litter that drops and settles on the land surface also serves as well as vegetation in checking erosion due to sunlight and raindrops.

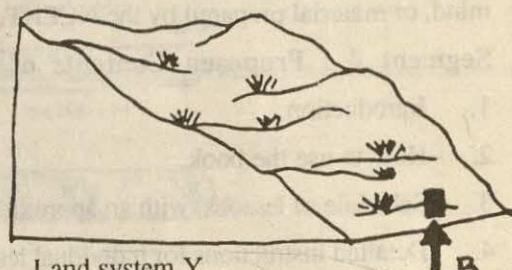
Review Questions :

1. List the causes of damage to the soil.

2. List the role of plants in the conservation of the soil.
3. List the mechanical techniques for checking soil erosion.
4. Look carefully at the drawings and answer the following questions.



Land system X



Land system Y

- A. Suppose you are asked to collect water samples from points A and B. What differences would you expect between the two water samples ?
- B. In order to bring the composition of water from the land system Y close to that from land system X, what technical measures would you adopt ? (List mechanical and biological techniques separately).
- C. If the land system X is exposed to heavy grazing, what major changes would you expect ?
- D₁. You discovered that the land system X is rich in manganese ore 70 ft. below the surface. How would this information disturb the situation ?
- D₂. If you found that manganese mining would disturb the state of the land system, would you suppress the information ? Justify your answer (Remember that Mn is a costly metal).
- D₃. Suppose that an area in the land system-X is exposed to surface mining. How would you reclaim the land when mining operations are over and done with ?
- E. List the degraded land areas in your locality. Give the causes of degradation, extent of degradation (from totally degraded to least degraded), measures already taken for conservation, and suggested measures to stop further degradation.

Key terms and Concepts : Gullies, Ravines, Conservation, Erosion, Strip-cropping, Nutrients, Mining, Evaporation (See glossary for details).

Evaluation Chart :

CONTENT		PRESENTATION		
Accurate information	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	Inaccurate information	Well Planned	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> Inadequately planned
Comprehensive	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	Lacking content	Concise	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> Lengthy
Logical (good conceptual analysis)	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/>	Illogical (poor) conceptual analysis	Clearly expressed	<input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> <input type="checkbox"/> Not clearly expressed
Remarks :			Grade	
			Signature	

Case studies for further reading :

Segment 3 : Reference material for further reading

This will relate to the entire text and will be arranged lessonwise. The material will be drawn from relevant literature, i.e. books, reports, periodicals, etc. For example, material from a journal like 'The School Science Review', adopted or recreated keeping our local conditions in mind, or material prepared by the NCERT, again with the above proviso.

Segment 4 : Proposed Contents of the teachers' manual

1. Introduction.
2. How to use the book.
3. Schedule of lessons, with an approximate time-frame.
4. Detailed instructions for individual lessons (see enclosed sample).
5. Comments on class work, laboratory work, workshop practice, etc.
6. Index.

Segment 4A : Sample lesson plan (Physical Science)

Unit 2, Class VIII* : Kinds of forces

This lesson (which may well spread to two periods) should be a mixture of demonstration and class experiments. Start by asking the children what forces are, and accept all the suggestions which are concerned with forces pushing and pulling and having effects such as stretching, twisting, bending, etc. Point out that the easiest forces to know about are the ones that we feel ourselves when a muscle helps us to pull up a weight or hold a load, or when a pencil makes a simple in our cheek, or when someone pulls our hair.

Teachers may like to ask some questions about the ways in which a force can be exerted. Some are suggested in the box (Specimen Problem A). These will enlarge pupils' knowledge as one pupil suggests things to others, and they will promote discussion. If these questions prove really fruitful in promoting discussion, the teacher may want to devote considerably more time to them—regarding the questions and discussions as a very important part of the teaching. That is why we suggest so many questions in the box.

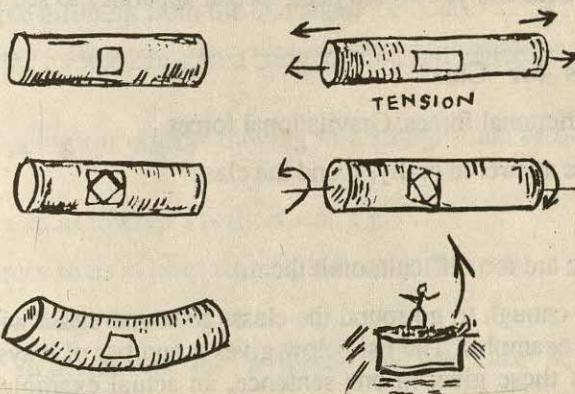
If you like, ask, 'Which is the force you feel : the force you use against somebody else, or the push of somebody else against you ?' Do not continue into what would seem a very puzzling, and unnecessary discussion of Newton's Law III at this point. This is a casual question to be left dormant.

Then give pupils an assortment of things—rubber bands, shirring-thread, a steel spring, a piece of thick rubber tubing to try forces on, a piece of latex foam for compression, and a piece of plastic foam for inelastic compression. These could all be for each pair of pupils.

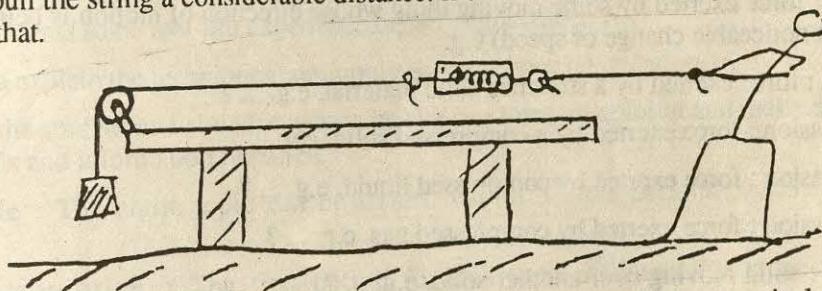
'Instead of judging forces by how far the pencil pushes into your cheek, or how much it hurts when some force twists your ear, have a look at forces doing things to rubber and springs. Fifteen minutes to find out anything you can, without other apparatus.' Then ask for things found out, of course taking suggestions from everyone in turn, not missing anyone out.

*This lesson plan and the related questions and homework are based on the Nuffield Course, which was deemed suitable for this topic.

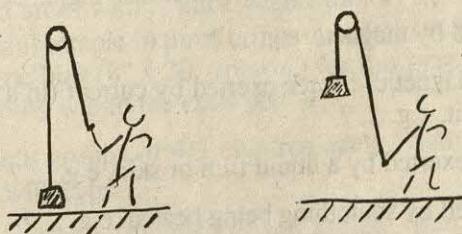
Everyone will have found something about rubber and spring forces growing bigger with bigger stretch; the limit at which the spring gave way; plastic foam did not spring back; the marks on the rubber tube or cylinder showed what happened when it was bent. Someone may even have found what happens to the tube when it is twisted. To encourage such observations there should be some ink patterns already on the sample of rubber, preferably a set of squares.



Ask if forces always get bigger and bigger when you go further. Asked in this vague way, the question will probably get the answer 'Yes'. If so, offer an experiment on the lecture table in which a load (a small bag of sand, or a half-kg weight) resting on the floor is attached to a cord which goes up and over a pulley held firmly so that pupils can pull it and go on raising the load while they pull the string a considerable distance. If there is time, offer any unbelievers a spring balance for that.



The horizontal arrangement is probably better than the more obvious vertical one in which the weight does get more difficult to pull down as it rises because the arm muscles are being used at a progressively worse mechanical advantage. This can be overcome by pulling down hand-over-hand—and then the spring balance does become essential.



With a fast group ask :

'How do you suppose the marks were put on this spring balance ?'

'Would you trust them ? Could you test them ?'

(Leave those questions unanswered.)

Sometimes a force has no visible effect at all.

'Suppose you sit on the table. Do you push on the table with a force ? Does the table move ? Does it go on moving ? Does it stretch, or bend ? Well, are you sure it doesn't stretch or bend ? Suppose we made a table with a very thin plywood top and you sat on that ? ...Even with a thick table, I suspect, we should find that while you are sitting on it you make a dent in it, but it is a very small dent and you would need special apparatus to see how much you pushed the table down.'

Suggested Questions for Class :

Kinds of forces. Frictional forces. Gravitational forces.

This question to be answered orally, round the class.

Notes to teacher.

1. If some of these are too difficult, omit them.

2. If there are not enough to go round the class, go round again with the same questions but asking for different examples. The list below gives a number of ways in which a force can be exerted. For each of these give, in one sentence, an actual example of the kind of force mentioned. (For example, under a I might say 'e.g. when I start to walk I push backwards on the ground with my foot'.)

- a. Motion : force exerted by something starting to move (or accelerating) e.g. ... ?
- b. Motion : force exerted by something showing down (or stopping) e.g. ... ?
- c. Motion : force exerted by some moving thing whose direction of motion is being changed (without noticeable change of speed) e.g. ... ?
- d. Tension : force exerted by a stretched solid material. e.g. ... ?
- e. Compression : force exerted by a compressed solid. e.g. ... ?
- f. Compression : force exerted by compressed liquid. e.g. ... ?
- g. Compression : force exerted by compressed gas. e.g. ... ?
- h. Friction : solid moving over another solid. e.g. ... ?
- i. Friction : solid moving over, or through, a liquid. e.g. ... ?
- j. Gravitation : e.g. ... ?
- k. Electrostatic : Force exerted by electric charges at rest. e.g. ... ?
- l. Magnetic : force exerted by magnets. e.g. ... ?
- m. Magnetic :(or electro-magnetic) : force exerted by current (in a wire) on a magnet, or one circuit on another circuit. e.g. ... ?
- n. Surface tension : force exerted by a liquid film or skin, e.g. ... ?
- o. Expansion : force exerted by something being heated. e.g. ... ?
- p. Contraction : force exerted by something allowed to cool. e.g. ... ?
- q. Any other sort of force that does not come under any of the above.

Sample homework in the text book

Five effects, or results, that a force can produce are listed below Copy the list and add one example to illustrate each, e.g. after (a) we might add 'A sailing boat : the wind freshens and exerts a greater force (pushes harder) in the sails so that the boat moves faster'.

- a. Acceleration in a straight line : a force can start a body moving and increase its speed, e.g. ... (give an example different from the one about the boat).
- b. Acceleration in a circle : a force can start a body rotating and increase its speed of rotation, e.g. ...
- c. Slowing down or stopping (of objects moving in a straight line or of objects rotating). e.g. ...
- d. Opposing other forces so as to keep a body at rest, e.g. ...
- e. Overcoming other forces so as to keep moving with constant speed. e.g. ...
- f. Deformation of size or shape or both, e.g. ...

Segment 4B : Sample instructions for a lesson in the Life Sciences

Unit 10 (Class X) : Conservation of the soil

Objectives :

- A. To explain the course of soil degradation.
- B. To explain the meaning of soil degradation.
- C. To give students some real-life experience of soil degradation.
- D. To list and explain the techniques commonly used to check degradation.
- E. To place the student in a situation where he/she can form an opinion and make decisions, using skills and information imparted.

Time Schedule : The entire topic can be treated within 3 class periods each of 40 mts. duration.

Classroom preparation : The first period for this topic will call for some advance preparation. The 2nd and 3rd periods should not ordinarily demand any spade-work.

Period 1 : Here the students will try to find out the physical characteristics of the soil. They will roughly estimate the composition of the soil and its capacity to retain water.

- A1 Collect soil samples from areas with i) thick vegetation, ii) sparse vegetation and iii) no vegetation at all. Put the soil sample in three different containers marked A, B and C. Use wooden boxes or polythene bins (8" x 20" approx.) for this purpose. Remember that you have to complete this activity within the class period.
- A2 Divide the entire class into groups of 4/5 children each. Each group will get 6 plastic specimen tubes (6" x 2") with caps.
- A3 Distribute two spoonfuls (approx. 20 gms.) of soil sample from the containers A, B and C, and ask children to mark the tubes accordingly with 3 types of soil, there being two sets of tubes.
- A4 Pour approx. 30 cc of water from a cup into each tube. Ask the students to shake a set of three tubes after securing the caps, and to keep the tubes standing so as to let the soil particles settle.

- B1 Each student group will get three pieces of cotton cloth to be tied to the top of each tube in the second set. Ask the students to hold the tubes (one by one) over an empty pail or large dish and let the water run out. Stop after five minutes. Now ask them to measure the amount of water that has run out.

Note : The teacher should demonstrate the steps, with a separate set of tubes. The children will follow him/her.

Recording of data : The results of the first exercise should be recorded in Table No. 1, and those of the second exercise in Table No. 2, provided in the text book.

Cleaning the tubes : Ask the children to clean the tubes by emptying the contents into their own bins containing the soil samples, or into a separate bin.

Material and equipment required :

1. Soil samples from 3 distinct sites. (to be collected earlier)
- *2. Three bins, wooden or plastic (approx. 8" x 10")
- **3. Plastic tubes with caps (6" x 2" approx.)
4. Cotton cloth pieces (approx. 4" x 3")
5. Rubber bands
6. Large dish or pail
7. A bucket full of water
8. A spoon
9. A cup

* Cannisters with light plastic bags would do.

** Even used wide-mouthed glass bottles will do. e.g., Horlicks bottles.

Treatment of the topic

1. This lesson deals with the notions underlying soil conservation. The text material introduces the topic with a situation where overcropping is damaging soil fertility. In the previous unit we have dealt with population explosion. In this lesson we are introducing a topic which has a bearing on population growth.

The relationship between cropping and loss of nutrients by the soil needs elaboration in your class lecture. This is its turn influences the migration of population. One could elaborate on this if one wanted to. The economics of the productivity of land may have to be explained in simple terms. The cost of inputs like seed, fertilizer etc. is not covered by the profit from the output. Perhaps this will be no problem for children from rural areas. For students with an urban background, it may call for a little bit of explanation.

2. Having done with the introductory section, get on with the experiment. Try to distribute the material as fast as you can. As you demonstrate the steps, the children will follow you. Perhaps you will find the experiment to be an easy one. It should not take long to perform. The tubes should be kept at rest for settling. Meanwhile, you can make use of the time by getting on with the case study presented in the text. This was taken from a report prepared by the Centre for Science and Environment, New Delhi. Use your imagination to make things come alive, i.e., as if you are presenting it out of your own experience. The Chambal valley is famous for bandits, like Sultan Singh, Phulan Devi etc. You could explain that this has to do with the low productivity of the area. This would give some

flavour to your lecture. But do not take too much time, for you have more work to do within this class period.

3. When the soil in the first set of tubes has settled, you can ask the children to measure the thickness of each of the layers by holding a scale along the side of the tube. They will record the data on their own text sheets using a pencil.*

Now ask them to work with the second set. They will hold the tubes upside down over the empty tube, measure the water column with the scale and pour the waste water into the first set of tubes (no water or soil goes to the floor !). After recording the data, the equipments will be left on the table, to be cleared away later on.

This completes all the work for the first period.

Period 2 : We now begin the second period. The children will solve the problems themselves as part of their homework. Here we have some hints for you.

- A. In the first problem, silt and humus content will be high in A and low in C. For coarse sand and gravel, the results are likely to be reversed. For B, the results may lie between those for A and C.
- B. Explain the obvious relationships. Please take care to explain to the children the qualities of each type of soil including fertility. They should learn terms like loamy soil, sandy soil, etc. The children should note these in the 'Remarks' column of Table No. 1.
- C. Explain why sandy soil cannot hold water, in contrast with loamy soil. How does it affect cropping ?
- D. Children should correct their entries themselves.

You can now talk about top-soil, carefully explaining the minimal set of technical terms you may be compelled to use. Plants mostly depend upon N, P, K for their survival. These minerals are known as *macro elements*. Similarly introduce the term *micro element*. Children should note these terms in their books with a pencil. Explain what a hectare is. Introduce some locally available brands of fertilizer with the NPK recipe along with prices. This will help them understand why most farmers add only N (Other fertilizers are too expensive !). Some case studies may be reported at the end of this lesson. Please use them sparingly. You collect such information from your own locality.

This takes care of the second class period on this topic.

The children could now work out the review questions themselves as part of their homework.

Period 3 : The third class period is dedicated to a discussion on the review question. Question Nos. 1 to 3 are simple enough. You could prepare a set of model answers and check later on if they agree with the answers given by the children. A *word of caution*. You should only ask for brief answers. And then, *no punishment* for wrong answers, but encourage every attempt at innovation.

Question No. 4 requires greater care. You cannot predict all the answers here. Sections A, B and C are a review of the earlier questions. Insist on children being cryptic and precise, with no unnecessary elaboration. As a matter of fact, the limited space provided for the answers should help you in this regard. For second D, we don't have any pre-planned answer, sorry ! Use

*The layers should be named : humus, silt, sand, fine sand, coarse sand, gravel etc.

your own judgment and imagination. You can even start a debate on it. Try to be liberal with the children's opinions and try to hear them out.

You too had your own homework. Check your findings with those of the children (Section E).

This concludes the topic.

Segment 5 : Suggested Contents for a laboratory manual

1. Introduction
2. Storage and distribution of apparatus, chemicals and biological specimens
3. Order and discipline in the laboratory
4. Safety rules
5. First aid
6. Repair of laboratory equipment
7. Development of indigenous equipment and material
8. Standard sources of materials
9. Some suggestions on laboratory organisation
10. Check-list of apparatus, chemicals, etc. required for the course
11. Maintenance of stock registers
12. Preparation of some standard chemical solutions
13. Preparation of biological samples
14. Measurement and conversion tables
15. Index

Part Two : The Higher Secondary Course

- I. Nature and methodology of the courses
1. Science courses in the higher secondary level should prepare the student for entry into University or professional education. For students terminating their education at this point these courses should provide a window to the world of contemporary science. The courses should be designed to meet both these requirements.
2. The higher secondary science courses should take up each subject at the level where the secondary courses left them. Beginning there, the courses should however, be structured so that they relate to the organization of corresponding courses at the University level. For example, the main science courses would be physics, chemistry, life science and mathematics.
3. Here too the courses should emphasize experiment and their interpretations rather than definitions and theoretical formulations. Efforts should be made to arrive at concepts through the interpretations of experiments rather than to pull them out of thin air. In other words, an ad hoc approach to theory should be avoided as far as possible.
4. Keeping the above principles in mind, the student should however be made aware of the interplay between theory and experiment at this stage. This will find expression in the allocation of separate hours for theory and practical classes. Those classes should be synchronized as far as possible.

In other words, concepts related to experiments performed by the student in a practical class should be discussed in the theory class at about the same time.

5. Theory classes should be devoted to the discussion of concepts and their interrelationships. Liberal use should be made of demonstration experiments for this purpose.
6. Practical classes should be devoted to the performance by the student of carefully designed experiments which relate closely to material covered in the theory class. They should help the student to develop experimental skills, using standard tools and to orient himself towards problem solving situations in real life.
7. Compared with secondary level courses, science courses at the higher secondary level should be more quantitative in their approach and more rigorous in their methods. In other words a student of physics or chemistry should become aware that a good grasp of any given topic implies a clear understanding of not only the concepts involved but also of the relevant variables and their relationships. He should even be encouraged to guess which parameters are likely to be relevant in a given physical problem and the degree of its importance in a given set up. In a subject like life science exact quantitative relations may not be so important, but the parameters governing a given living system would deserve close attention.

II. Proposed syllabus for Physics : a sketch

Class XI

- Unit 1 : Elements of mechanics.
- Unit 2 : An introduction to the general properties of matter.
- Unit 3 : Atomic structure and elements of quantum theory.
- Unit 4 : Heat and kinetic theory.
- Unit 5 : Electrostatics and magnetostatics.

Class XII

- Unit 6 : Waves and vibrations.
- Unit 7 : Elements of electrodynamics.
- Unit 8 : Elements of optics and atomic spectra.
- Unit 9 : Particles and nuclei.
- Unit 10 : Elements of relativity and astronomy.

III. Proposed syllabus for Life Sciences : a sketch

Class XI

- Unit 1 : Physico-chemical basis of life.
- Unit 2 : The cell and its metabolism.
- Unit 3 : Physiology of plants.
- Unit 4 : Physiology of animals.
- Unit 5 : Elements of genetics.

Class XII

- Unit 6 : Elements of evolution and population genetics.
- Unit 7 : Elements of biostatistics.
- Unit 8 : Elements of ecology.
- Unit 9 : Environmental crisis and conservation.
- Unit 10 : Principles of modern taxonomy.

IV. Proposed syllabus for Chemistry : a sketch *

Class XI

- Unit 1 : General and physical chemistry : I
- Unit 2 : Inorganic chemistry : I
- Unit 3 : Organic chemistry : I

Class XII

- Unit 1 : General and physical chemistry : II
- Unit 2 : Inorganic chemistry : II
- Unit 3 : Organic chemistry : II

* Each unit will begin at a point where the corresponding secondary course left off. Basic principles will be emphasized rather than industrial applications.

CHAPTER SIX

The Teaching of English at School Stage

6.1 The State government undertook in the early 1980's a major step in the educational sphere by discontinuing the teaching of English in government-aided primary schools; the mother tongue, whether Bengali, Hindi, Urdu or Nepali, was indicated as the exclusive medium of instruction at the primary stage. The teaching of English, it was decided, would commence at the secondary level, and students would learn the language from Class VI onwards. The effective duration of English instruction would be five years at the secondary stage, followed by a further two years at the higher secondary level.

6.2 Given the State government's keenness to expand, massively and rapidly, educational opportunities in the countryside and among the poorer sections, the decision to discontinue the teaching of a language other than the mother tongue at the primary level was widely considered as appropriate. In taking this particular step, the Government of West Bengal merely followed the recommendations of three commissions on education appointed at the Central level in the post-independence period (the Radhakrishnan Commission, the Mudaliar Commission and the Kothari Commission). The Kothari Commission described the practice it noticed in a number of States to introduce the study of English in Class III as 'educationally unsound'. It proceeded to comment further : 'We believe that an adequate command over the mother tongue should be acquired before the learning of a foreign language like English is begun. Moreover, the effective teaching of English in the lower primary classes, where millions of pupils are enrolled, requires a very large number of trained teachers who are not available. Even if they were, the programme will be a heavy drain on the funds allotted for education. In our opinion, this is a colossal task, the improper pursuit of which will lower rather than upgrade the standards of English at the school stage. We, therefore, recommend that the study of English as a foreign language, except on an experimental basis in certain schools, should not begin before class V'. (Report of the Kothari Commission, 1970 edition, p. 343). Pursuant to the Kothari Commission's recommendation, by the middle 1970's most of the major States in the country discontinued the obligatory teaching of English before Class V. West Bengal was about the very last to conform to the pattern laid down by the Commission.

The All-India Picture

6.3 The present position regarding compulsory teaching of English in various States can be gleaned from Table 4.1 With the solitary exception of Tamil Nadu, in no other major State is English taught before Class V. In a number of States, such as Bihar, Haryana, Jammu and Kashmir, Orissa, Punjab and Rajasthan, the teaching of the language starts, as in West Bengal, from Class VI. On the other hand, States like Kerala and Karnataka, where the teaching of The language begins in Class V, it ends in Class X, so that the number of years during which English is taught in West Bengal is effectively more than in these two States. In fact, in most of the States, the teaching of the language is for a lesser number of years than in West Bengal.

Table 4.1
Compulsory Teaching of English

State	Class	Number of years taught
Andhra Pradesh	V to X	6
Assam	V to XII	8
Bihar	VI to X	5
Gujarat	VIII to IX	2
Haryana	VI to XII	7
Himachal Pradesh	IV to XII	9
Jammu and Kashmir	VI to XII	7
Karnataka	V to X	6
Kerala	V to X	6
Madhya Pradesh	V to XII	8
Maharashtra	V to XII	8
Manipur	III to XII	10
Meghalaya	IV to X	7
Nagaland	Pre-primary to X	—
Orissa	VI to X	5
Punjab	VI to X	5
Rajasthan	VI to XI	6
Sikkim	I to XII	12
Tamil Nadu	III to XII	10
Tripura	III to XII	10
Uttar Pradesh	VI to VIII	3
West Bengal	VI to XII	7

Source: Ministry of Human Resources Development,
Government of India

6.4 Thus the State government cannot be accused of taking a decision which was not in conformity with the general pattern in the country. There are others who argue that, except for the former colonies, in no other country is a second language taught at the primary level. The teaching of English at the primary level, accordingly to them, was a colonial hang-over, and it was somewhat odd that Bengal, whose people played a key role in the nation's struggle for freedom, took so long to banish English from the primary schools.

The Debate and the Kothari Commission

6.5 The Commission nonetheless has to take cognisance of the reality that it is this aspect of the State's education policy which has given rise to the widest misgiving. Criticism arising out of narrow political motivation may be left aside. But disapproval has been expressed from other quarters as well. It has thus been maintained that since knowledge of English was essential for higher education, for success in national competitive examinations as well as for inter-State and international communication, it would be perilous to under-emphasise its teaching in the State. At the other end, the State government has referred to the views of a number of educational authorities from both within the country and overseas. Provided proper

scientific techniques were employed, an instruction period of seven years, it has been asserted, would be sufficient for students to gain enough command of English to satisfy the three stated requirements. There is also opinion of other experts, namely, that, liberated from the encumbrance of a foreign language, the average student would learn his or her mother tongue with greater proficiency at the primary level; such proficiency would in turn enable him or her to grapple with English better at the secondary level. This is very much an echo of what the Kothari Commission had suggested.

6.6 This view has however been severely contested by yet others, and an undercurrent of dissatisfaction persists concerning the State government's decision to discard English at the primary stage. The experience of other States is not considered to be of particular relevance. The problem of West Bengal, it is implied, is special: unless students in this State learn English right from the primary stage, the prospect of their being able to hold their own in competitive examinations and in other spheres at the national level vis-a-vis aspirants from other States is assumed to be bleak. Attention is drawn to the spread in recent years of English medium schools at both primary and secondary levels all over the State, including even in the countryside. This trend, it has been suggested, reflects the dissatisfaction of parents with the content and quality of English imparted to their children in government-aided institutions and their conviction that, unless their children are introduced to English right from the primary level, they would be singularly ill-equipped to face the battle of life. The objective circumstances, according to the proponents of this point of view, have changed in the last quarter of a century, and the recommendation of the Kothari Commission has lost much of its significance.

6.7 The debate has now continued for more than a full decade. Almost inevitably, reasoning has, sometimes tended to be juxtaposed with emotion. Besides, the past few decades, it cannot be denied, have witnessed a shift in the cultural ethos of some sections of the Bengali middle and upper classes. Unlike in neighbouring Bangladesh, where love and loyalty to the mother tongue have attained a transcendental quality, interest in Bengali and the rich literature which is its heritage is seemingly at a progressive discount in West Bengal. It is not necessary to explore in any detail the factors underlying this development, but what is incontrovertible is the encouragement it has provided to the campaign to retain English at the primary stage. The parents are also guided by the judgment that, in the political and economic circumstances obtaining in the country, their offspring must acquire proficiency in either Hindi or English. English has the additional advantage of permitting relatively easy entry to the outside world. Pedagogic arguments concerning the possibility of learning English of a sufficient standard in the course of the seven years spanning Class VI to Class XII hardly impress them. A fair number of representations made before the Commission have reflected this sense of dissatisfaction with official policy, although it must be stated that the number of representations supportive of the government decision are not unimpressive either.

6.8 The issue is further complicated by the migration to privately maintained English-medium schools of a number of students from better-off households. It is clearly beyond the means of poorer families, whether in town or country, to emulate that example. Government policy, it is therefore alleged, is helping to spawn two cultures: those with money are able to educate their children in English from the primary stage itself, while the poor have to be content with instruction in the mother tongue alone; quite contrary to its basic commitment, the State government is in effect encouraging a duality in the educational system. Many poor parents, in their determination to ensure that their children are not deprived of the opportunity of sound education—the opportunity which they themselves were denied—have actually ventured to put their wards in English-medium schools, often of doubtful credentials, even if it is costing them a fortune. The blame for such free market enterprise too is being attributed at the door of official policy.

6.9 The proposition that the teaching of English at the secondary level alone has led to a decline in academic standards, including in the acquired standard of English, cannot be conclusively proved or disproved on the basis of hard data. At the request of the Commission, the State Board of Secondary Education prepared a report analysing the performance of students from a select number of schools in the first language, the second language, history and geography in the secondary examinations held from 1986 to 1991. The examinations for the three years 1986 to 1988 covered students who had some instruction in English at the primary stage, those who sat for the examinations in the subsequent three years were taught English only at the secondary stage. The purpose of the exercise was to find out whether any variation in examination performance is attributable to the teaching or non-teaching of English at the primary level. It is not known whether the survey was stratified to satisfy the conditions of sampling design. Even so, the assertion that the quality of instruction in English has declined substantially in the aftermath of the decision to confine the teaching of the language only to the secondary stage is not quite borne out by the rates of success of students in securing a pass in the subject. At the same time, the picture is not consistent. In some districts, for instance, Cooch Behar, only around 10 per cent of the students managed to pass in English in both the pre-change and the post-change periods, while in some other districts, such as Bankura, the rate of success was as high as 70 to 95 per cent for students sitting for the examinations. Again, in some districts, the results in 1990 and 1991 are better than in the previous years, while in the case of some other districts, the rate of pass in English was better in the earlier years than in the later years. (See Appendix 6.I)

Functional-Communicative Method of Teaching English

6.10 The Commission has carefully analysed the different opinions expressed before it by individuals and organisations on the teaching of English at the school stage, as well as the information and impressions gathered by members of the Commission during their visits to the districts. There is a fair measure of agreement within the Commission that the new method of teaching English, based on the so-called functional-communicative approach, has been far from an unqualified success, and much of the dissatisfaction amongst parents and guardians is relatable to this fact. If only the teaching of English, commencing from Class VI, had been relatively more effective, the reservations about the discarding of the language at the primary level would perhaps have disappeared in due course. In view of the importance of the matter, it should be discussed in some detail.

6.11 The earnestness with which the State government went about to introduce the new technique of instruction in English is noteworthy. To begin with, the Board of Secondary Education, acting on behalf of the government, had a state-of-the-art syllabus drafted by the Institute of English, and engaged some of the most eminent teachers produced by the Institute to prepare the *Learning English* (LE) series of text-books and subsequently to train teachers to teach the series. These teachers were advised by a number of experts from the United Kingdom. Some members of the Institute's academic staff were sent to the U.K. for undergoing training there. It is only after the approach and the method had been discussed at great length in seminars and workshops that the *Learning English* series was introduced at the secondary level.

6.12 From what the Commission has been able to gather, it seems that the experiment of teaching English through this series has been beset by several difficulties. In the opinion of many teachers who have appeared before the Commission, while the course as designed is 'scientific', it is 'unworkable' under our conditions. The course is based on the direct method of learning a language and it places a great deal of stress on verbal skill. Such a course cannot be taught in the hundreds of secondary schools in the State by teachers who cannot even properly follow the teacher's manual written in English. Those who have expressed such views before the

Commission have spoken from experience, and the information members of the Commission have independently gathered support their conclusions.

6.13 Part of the reason for this disappointing experience with the *Learning English* series must be the fact that the approach represents a sharp departure from traditional pedagogy. For example, the very first eleven lessons (which in a way prepare the learner for the things to follow) occur in the manual in the form of instructions to the teachers, while the primer itself starts only from Lesson Twelve. Teachers, especially those from the rural areas, have not obviously found it easy to negotiate the preliminary eleven lessons. For a very large number amongst them, the methodology has turned out to be both abstract and abstruse. What they have been able to communicate to their students, many of whom are from households where the ambience of the English language is totally alien, is best left to imagination.

6.14 Other factors must have also hampered the success of the 'functional-communicative' approach. The new method, which can perhaps succeed with relatively small groups of pupils, was 'mass-duplicated' without any pilot experiment. Not enough care or time was set aside to introduce the teachers step by step to it, offer them guidelines regarding how they, in their turn, could enthuse the students. The two main props of the course of the manual, it now appears, emerged from a misjudgment of the milieu in which the teaching was to be imparted. Few of the teachers have worked previously with a manual. That apart, the doubt remains whether teachers in rural areas fully comprehend the instructions, written in English, spelled out in the manual. The outcome conceivably would have been less disappointing if these instructions were translated into the respective mother tongues.

6.15 Some additional observations are called for. A manual, intended to be scrupulously followed for teaching a new language, presupposes the following : (i) it must be well written, (ii) it must motivate teachers in its use, (iii) it must ensure that every teacher receives a copy of it. Despite all the efforts put in for its preparation, the teacher's manual for English cannot be said to be particularly well-written. 'Well-written' in the context the Commission has in mind does not mean just readability, absence of errors of grammar, etc. The hallmark of worthwhileness must also encompass provision for continuous revision to reinforce its strong points, and for weeding out aspects that are found unsatisfactory. This calls for unceasing monitoring to obtain feed-back from the remotest corners of the State. Such monitoring has clearly not yet been possible.

6.16 From what the Commission has been able to gather, the teacher's manual has not reached many schools. Or if it has in fact reached, even it may have remained in the headmaster's custody, safely under lock and key, shop-fresh, for ever and after. The Commission has been told that the manual is not generally consulted ; members of the Commission, during their visits to the schools, have come across teachers who have not at all heard of it.

6.17 There are a few other facts worth mentioning. For example the formal training of teachers who specialise in teaching English has shown little progress in the State in recent years. There is little evidence of the B. T. (now B. Ed.) and the D.E.L.T. (of the Institute of English) courses much influencing classroom English teaching in the State. That apart, more mundane factors have been at work. The teachers who passed the D. E.L.T. course used to be rewarded with three additional increments in the past. These increments have since been withdrawn, and the trainees get only a stipend for the duration of the course. As a result, the number per session has fallen significantly.

6.18 Against this background, the Board of Secondary Education has organised training courses of various lengths (3 days, 7 days, 10 days, etc.) all over the State. These courses have covered so far nearly 18,000 teachers of English in secondary schools. A select number of teachers are trained centrally, who then proceed to different locations to train their colleagues in

turn. It is difficult to vouch for the quality of such training. The time set aside is much too short for any intensive instruction. There have been other difficulties as well. The reluctance of a considerable section of teachers to cross over to a new methodology of teaching cannot be brushed aside. Formal training, particularly of the kind organised by the Board of Secondary Education, does not seem to be quite appropriate in the conditions obtaining in the State. It is common knowledge that what is taught is not what is learnt. The process involves considerable leakage, which threatens to enlarge when the trainers cannot be screened, the courses have to be arranged hurriedly, and the total number to be trained runs close to twenty thousand. It therefore happens that several of those who participate in these short courses take it as some sort of picnic, they mostly come to have a good time. Even those who take the course relatively seriously are generally part-time teachers of English, since only a handful of the teachers in our schools teach just one subject. So whatever skill they acquire from the course cannot be used full time. This necessitates training of teachers at least twice the number that would otherwise be called for, which makes the task that much more onerous.

6.19 Besides, the stock of any kind of training is either self-sustaining or self-depleting. The absolute desideratum for the expertise learnt to remain undiminished is constant practice of the methodology by the practitioner himself and observation on his part of the performance of other practitioners. This is simply not possible in our schools, for the method prescribed exclusively for the teaching of English is quite out of fit with the rest of the curricula, and the teacher of English is likely to be the only one teaching English in the school. The teacher of English who makes bold to go it alone soon finds the whole school set-up militating against his efforts. He cannot organise, as per suggestion in the manual, group-pair work, far less let children hop, run and play right inside the class room as they practise appropriate pieces of the language. Besides, when a solitary trained teacher of English retires (or moves to some other school), it is difficult, for understandable reasons, to re-fill the 'spent-up' expertise. And there can be no running away from the basic hard : even for teaching English, the teacher's manual, in the present circumstances, ought to be in the mother tongue, otherwise there is small probability of its being comprehended or such comprehension put to good use to teach the students. We should be under no illusion, unless the method and the manual are revised and modified, it will be quite some while before they are appreciated in the environmental conditions obtaining in the State.

6.20 The State Council of Educational Research and Training recently undertook a survey among students to assess, *inter alia*, the effectiveness of the newly introduced 'functional-communicative' method of teaching English in the secondary schools with the '*Learning English*' series as text stress was laid to find out whether the instructions for the course were being followed at the class room level. The report on the survey is reproduced in full in Appendix 6.II.

6.21 The specific directive in the manual was to help the students develop silent and extensive reading habit without the intrusion of the mother tongue. According to the findings of the survey, a majority of the students continue to read aloud the lessons, which were translated into the mother tongue in class. A majority of the students also indicated that they have separate grammar classes. The emphasis in the syllabus was to encourage students to correct their mistakes and errors through mutual discussions, etc., rather than take recourse to cramming grammatical rules; more than 50 per cent of the respondents said that they learn these rules by heart. A majority of the students referred to discussions for improving written work; the discussions are not however exclusively in English, not bilingual. Close to one third mentioned that these discussions are with teachers, while three-fifths said that they have it both with teachers and class mates. Students were supposed to be encouraged to guess the meaning of a word occurring in a group of words, so that they may learn by themselves without intrusion of the mother tongue. This is obviously not what is happening. According to 61 per cent of the

respondents, the teachers dictate answers occasionally, 14 per cent said that this is done often, and 16 per cent said that they always do it. The traditional use of the blackboard also persists. Even though a majority of students stated that they read English outside text books, a cross checking suggested that their answers might not be a true index of facts. Thus, for whatever reasons, most of the directives accompanying the new syllabus are not being followed in the class. It is altogether doubtful whether the students are acquiring any effective communicative skills in English.

Recommendations

6.22 In the circumstances, there can be temptation in some quarters to discard in entirety the decision to teach English only from Class VI and to return to the earlier system of teaching English from the primary stage. This, in the view of most members of the Commission, will be akin to throwing out the baby along with the bathwater. Because a particular method and a particular set of text-books have been found wanting, one should not abandon a cardinal principle of educational policy, but cross over to a new method which will assure greater success. It is necessary to keep in mind the admonitions of the Kothari Commission in this context. West Bengal is not *sui generis*; if the future of children in other States is not blighted by the decision to abandon the teaching of English at the primary stage, there is no reason why a different fate should await the children in West Bengal. A considerable amount of thought went into the decision to have the mother tongue as the only language to be taught at the primary level. A lot of organisational and administrative effort has gone toward making a success of the new experiment. Certain expectations have been built around the assumption that the new system of primary and secondary education, and the policy of language teaching which is an adjunct of it, have come to stay. It will be therefore most inadvisable to recommend any re-switching at this stage. There is another equally important consideration one should not lose sight of. The load of learning for very young children must be light; to re-introduce English at the primary level would aggravate the burden already upon them, for nobody seriously suggests that English should be put in at the primary stage as substitute for arithmetic or history or geography. It must also be kept in mind that the overwhelming proportion of children entering the primary schools in the State are from extremely poor households, where parents are often illiterate; adding English to the curriculum could actually frighten them off and have an adverse effect on enrolments.

6.23 One suggestion proffered before the Commission is that given the problem germane in reintroducing English at the primary level in the rural areas, the government may consider making the teaching of English optional in the primary schools; the guardians will then have the option to have their wards taught English in addition to the mother tongue. This will however be tantamount to creating, with State funds, two classes among pupils pursuing the same curriculum.

6.24 There has been considerable soul-searching on the issue amongst the members of the Commission. Most members, recognising the deficiencies in the functional-communicative method of teaching, are in favour of a review of it, and generally endorse proposals to improve the quality of English teaching. They are nonetheless against the re-introduction of English at the primary stage, and felt that if concern is to be expressed about declining standards of teaching and learning, that concern should be confined not to English alone but should embrace other subjects too.

6.25 Taking into account various considerations, of the Commission makes the following recommendations :

(a) The teaching of English in government and government-aided institutions may commence from Class V. Children may be introduced to the English alphabet and learn the

meaning of some simple words and expressions in this class. This will not, in the Commission's view, come in conflict with the syllabi for Classes I to V introduced in the State on the recommendations of the Committee on Course of Studies and Syllabi at the Primary Stage (Shri H. B. Majumdar Committee)

(b) A committee consisting of specialists in language teaching and other experts should be appointed to recast the series of *Learning English* so that the course content becomes easier to communicate to those for whom the series is intended. This committee may also decide whether some elements of English grammar could not be more directly introduced in the course;

(c) The manual of instruction for teachers should be suitably revised, and translated into Bengali, Hindi, Urdu and Nepali in order that teachers, whose acquaintance with English is at the ordinary level, can comprehend its contents more easily;

(d) Nearly twenty thousand teachers in West Bengal's secondary schools are called upon to teach English. Over the next two years, training courses, each of at least a month's duration, may be organised so that teachers, in batches of one hundred, could go through an intensive training in the theory and practice of teaching English. Since the State government is already allocating 20 to 25 per cent of its budget on education, and the additional outlay necessitated in organising such courses should not be grudged;

(e) The committee referred to in (b) above should function as a standing review committee, monitor the teaching of English in the different districts, supervise the training programmes and suggest, from time to time, whatever improvements in the course content or method of teaching are felt necessary.

6.26 Our colleagues, Dr Shrimati Gouri Nag and Shri Sunanda Sanyal, do not agree with these recommendations and have submitted jointly a note of dissent. The note is reproduced in Appendix 6.III.

6.27 The members constituting the majority of the Commission do not wish to make heavy weather of the note of dissent submitted by their two colleagues. It may however be pointed out that the Kothari Commission's opinion is altogether contrary to the interpretation in the note of dissent. In fact, according to the Kothari Commission, 'A short period under favourable conditions might achieve better results than a longer period without proper facilities'. (Report of the Kothari Commission, p. 334) That Commission went on to comment further : 'While arguments can be advanced for introducing a child to a second language at a very early age, the provision of qualified and competent teachers for teaching the language to millions of children in our primary schools would be a very formidable task'. (*ibid*, p.334) The reference by our two colleagues to the part played by missionaries in spreading the gospel of English suggests a certain lack of comprehension on their part about the dimension of the problem. During two centuries of foreign rule, in imperial ambience, the missionaries taught the language to a few hundreds, at most a few thousands, of our countrymen. The current enrolment in our primary schools, in contrast, involves millions and millions of children from poor, illiterate families. There is genuine ground for apprehension that any attempt at re-introducing English at the primary stage amongst first generation pupils might choke off entrance into the portals of education of a great many of these millions and seriously hamper the goal of universalising primary education. The government should of course assess 'public sentiments'; but it would be absurd if, in identifying the 'public', four-fifths of the State's population, who live in the countryside, are excluded or ignored. As regards Bangladesh, there can be no getting away from

the nitty-gritty : it is because the weight of language teaching was shifted away from English and in favour of the mother tongue that even postgraduate education in that country can now be pursued through Bengali, whose richness and elegance evoke both admiration and envy.

6.28 The Commission has been urged to propose measures for discouraging the proliferation of so-called English-medium schools in urban concentrations as well as in the countryside. This issue has been discussed in detail in Chapter Thirteen and the Commission has made a number of recommendations.

6.29 The Commission has a number of other suggestions to offer in this connection. It is a matter of utmost concern that, even after fortyfive years of independence, most of the administrative work in the State government is conducted in English. Even circulars to *panchayat* bodies continue to be issued in English, so is the case with proceedings in courts. In the circumstances, students and their guardians cannot be much blamed if their fascination for English lingers. Job opportunities even within the State would appear to be greater if one acquired some proficiency in English. School syllabi and curricula cannot change this situation unless the government itself shows some resoluteness in the matter. Official alibi for the failure to cross over to Bengali and other local languages in administrative work, such as non-availability of a sufficiently large supply of typewriters, etc., do not sound at all convincing. It should be possible for the State government to initiate a time-bound programme to conduct all administrative work at the headquarters as well as in the districts only in Bengali (or, wherever appropriate, in Hindi or Urdu or Nepali). It should similarly initiate a time-bound programme for holding all examinations for entry into State-level services in Bengali and other local languages and to translate the basic statutes in these languages, so that the judiciary could follow suit. And certainly a beginning must be made to produce text-books of adequate standards in the mother tongue or tongues so that the language or languages could gradually be used for pursuing higher education too.

APPENDIX 6.I
Performance of students from a select number schools in English in Madhyamik Pariksha from 1986 to 1991

District : Cooch Behar		1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	Number 34% and above student above	20% Number 34% and above student above	20% Number 34% and above student above	20% Number 34% and above student above
a) Cooch Behar Town High School	51	4	18	118	7	37	76
b) Putimari High School	29	4	17	30	4	16	28
c) Dinhata Girls' High School	82	24	41	102	16	46	105
District : Jalpaiguri		1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	Number 34% and above student above	20% Number 34% and above student above	20% Number 34% and above student above	20% Number 34% and above student above
a) Jalpaiguri Zilla School	79	56	19	40	38	2	49
b) Bonapara High School	23	X	12	23	1	6	24
c) Falakata Girls' High School	70	3	31	62	10	33	77
District : Darjeeling		1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	Number 34% and above student above	20% Number 34% and above student above	20% Number 34% and above student above	20% Number 34% and above student above
a) Darjeeling Government High School	49	13	23	59	13	70	15
b) Pankhabati High School	16	02	02	17	02	12	20
c) Ghoom Girls' High School	29	08	16	39	X	10	45

District : West Dinajpur	1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and of student above	20% and of student above	34% and of student above	20% and of student above	34% and of student above
a) Balurghat High School	114	52	46	126	56	33
b) Bansihari High School	114	05	73	113	13	42
c) Dalkota Girls' High School	18	02	10	25	02	13

District : Malda	1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and of student above	20% and of student above	34% and of student above	20% and of student above	34% and of student above
a) Malda Zilla High School	81	48	33	85	72	13
b) Milki High School	38	10	24	42	5	17
c) Nivedita Girls High School	67	1	26	31	Nil	2

District : Murshidabad	1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and of student above	20% and of student above	34% and of student above	20% and of student above	34% and of student above
a) Berhampur Krishnanath College	88	41	47	53	32	21
b) Dumka Bhabataran High School	69	30	39	49	19	30
c) Bishnupur Girls' High School	10	X	08	10	02	08

District : Nadia	1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	Number of student above	34% and above	20% and above
a) Krishnagar Collegiate School	69	64	65	57	54	53
b) Kalyani Pannalal Institution	101	33	48	108	42	49
c) Ranaghat Lalgopal Girls' School	37	X	11	34	01	28

Table 24: Admissions

District : 24 Parganas (North)	1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	Number of student above	34% and above	20% and above
a) Rahara R.K. Mission High	193	190	2	175	175	Nil
b) Dumkal Bhabataran H. School	137	39	70	140	24	61
c) Bishnupur Girls' H. School	37	9	25	47	12	29

District : 24 Parganas (South)	1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	Number of student above	34% and above	20% and above
a) Narendrapur RK Mission	116	116	X	123	123	X
b) Behala High School	145	126	21	174	106	59
c) Diamond Harbour High School	64	64	X	90	90	X

District : Calcutta		1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	34% and above	20% Number of student above	34% and above	20% Number of student above
a) Hindu School	121	119	1	119	118	Nil	115
b) Bhabataran Sarkar Bidyalaya	48	5	34	43	8	12	49
c) South Calcutta Girls' High School	20	9	10	16	7	9	25

District : Howrah		1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	34% and above	20% Number of student above	34% and above	20% Number of student above
a) Howrah Zilla School	48	41	7	50	X	39	04
b) Dumkal Bhabataran High School	128	102	26	129	96	31	130
c) Armta Balika Vidyalaya	84	18	36	34	13	17	97

District : Hooghly		1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	34% and above	20% Number of student above	34% and above	20% Number of student above
a) Hooghly Collegiate School	91	86	5	76	72	4	76
b) Serampore High School	94	19	49	62	23	35	84
c) Koniagar Hindu Girls' School	77	42	31	76	56	20	102

District : Burdwan

Name of Schools	1986	1987	1988	1989	1990	1991
a) Burdwan Raj Collegiate School	Number of student above	34% and above	20% Number of student above	34% and above	20% Number of student above	34% and above
b) Serampur High School	55	23	32	42	19	23
c) Mahadevpur High School	152	81	63	142	99	41

District : Birbhum

Name of Schools	1986	1987	1988	1989	1990	1991
a) Birbhum Zilla School	Number of student above	34% and above	20% Number of student above	34% and above	20% Number of student above	34% and above
b) Bolpur Girls' School	52	42	10	45	36	9
c) Mahadevpur High School	79	39	36	99	29	50

District : Bankura

Name of Schools	1986	1987	1988	1989	1990	1991
a) Bankura Zilla School	Number of student above	34% and above	20% Number of student above	34% and above	20% Number of student above	34% and above
b) Kotulpur High School	78	71	77	82	80	79
c) Bankura Girls' High School	65	60	65	56	63	70

District : Midnapur	1986	1987	1988	1989	1990	1991
Name of Schools	Number of student above	34% and above	20% and above	Number of student above	34% and above	20% and above
a) Midnapore Collegiate School	126	83	36	120	82	35
b) Ramnagar Rao High School	54	13	28	58	15	30
c) Bankura Girls' High School	20	6	14	22	8	13

NB : Results for Schools in the district of Purulia are not available.

Source : West Bengal Board of Secondary Education.

Appendix 6.II

A STUDY OF THE NEW MADHYAMIK SYLLABUS IN ENGLISH AT THE CLASS-ROOM LEVEL

By
SURJA SANKAR RAY,
State Council of Educational Research and Training

Background

After a long string of deliberations, debates, workshops, seminars and try-outs a new syllabus for English as second language was introduced by the West Bengal Board of Secondary Education in 1984. It was designed for Classes VI, VII, VIII, IX, X and its scope extended to the Madhyamik level. In this context it may be recalled that it was thought proper to teach English from Class VI and not earlier. At the inauguration of the workshop which finally led to the formulation of the present syllabus, Mr. Robin Twite, who was then the head of the British Council in Calcutta said, "We at the Council have no opinion about the ideal age for foreign language learning. We believe that English teaching should start at the level at which the Government wants it to start". For this sea-change both in syllabus and in the teaching-learning process, a change almost revolutionary in character, the Institute of English, Calcutta, specialists of the British Council Division of the British High Commission, Calcutta, various teachers' associations, the text-book review committee and some individual teachers and experts in the field were responsible.

The Functional Communicative Approach as the new syllabus was called, in spite of a large number of votaries, very soon became the target of harsh criticism from various quarters. This included the teaching community as well despite a massive reorientation programme launched by the Board and later a reorientation course for examiners conducted by the SCERT in collaboration with the Board in 1989. A possible reason could be that human nature is generally resistant to change, shy and suspect of novelties. But the fact remains that several very specific charges were levelled against this new syllabus. Among them one can remember were 1) its impracticability, 2) its negligence of formal grammar with its rules and definitions, 3) its disregard for literature, 4) its uninteresting textual material, 5) its inadequate scope for front-line teaching.

Proposal for Study

The Learning English series built on this new method, totally different from its predecessors in its teaching-learning process, in its life-centred, learner-centric, activity-based tasks form the text followed by our schools till the Madhyamik level and when the first batch of students passed through its portals the SCERT, W.B., decided on conducting a study of the functioning of this new approach at the class-room level. A proposal to this effect was placed before the Government of West Bengal, Department of Education (School), for consideration. The Government readily agreed and sanctioned an amount for the purpose.

Procedure

On receiving the grant, the SCERT organised a seminar-cum-workshop on the 2nd, 3rd and 4th of January, 1990 and invited experts, all teachers of English at various levels, especially at the school level to prepare a relevant questionnaire for the purpose. (See Annexure I: List of Participants). With prompt help from Sree Saraswati Press the matter was printed in no time and the work of data collection started with Midnapore district from the 5th of February, 1990. It continued well into 1991 and samples were drawn from all the three administrative divisions of the State, namely the Presidency Division, Burdwan Division and Jalpaiguri Division. The Calcutta District was intentionally left out at this phase because it was felt that students of the State Capital by virtue of their environment have a greater exposure to English and first

generation learners are difficult to come by. But remote districts like Cooch Behar and Jalpaiguri were taken into account. Altogether 6 districts namely N & S 24-Parganas, Midnapore, Burdwan, Jalpaiguri and Cooch Behar were considered. The target audience was Class IX students that is those who have had gone through the L. E. series steps 1, 2 and 3 or in other words those who have had a three-year exposure to this new system. The administration/data collection was done directly by a couple of members or so of the academic staff of the SCERT without any interference whatsoever of teachers of the schools covered. Special mention of Shri Aloke Bhattacharya of Bangabasi College School should be made in this context.

After rejections of questionnaires on several counts (for example incompleteness, inconsistency etc.) the sample size reached a total of 2,746. As a result, manual computation became impossible. A helping hand was sought for and the Academy of Computer Education and Studies (A.C.E.S.) did the work on a voluntary basis. A special word of thanks is also due to the I.S.I., Calcutta, Shri Subir Mitra in particular, for invaluable help and the print-outs appended. (See Annexure II).

The Teaching-Learning Process for the New Course as recommended by the W.B.B.S.E.

Approach

It is for the teacher to realise that the syllabus/material is functional and the functions expressed are more important than phrases/structures through which they are expressed. The functions presented through pieces for reading and comprehension, realised through tasks and writing activities should lead the students to use these functions themselves. The L. E. series contain both reading materials and work-book type materials. It is learner centred and based on the principle 'minimum teaching, maximum learning'. The work to be done requires collaboration among student groups/pairs. Collaborating, rather than competing is encouraged. The course being activity-based, there is no room for passivity. The ultimate goal is using English communicatively. In such a context the teacher is just a helping hand, a counsellor or at best a class-room manager.

Reading

Reading and writing in Class IX have been emphasised. The reading should be both silent and extensive. Guessing the meanings of words has been preferred to explanations (a glossary, incidentally, has been added to the text). Translation of material into the mother-tongue has been discouraged as much as the use of note-books etc.; the ultimate objective being producing independent silent, extensive readers.

Writing

It has been considered a more difficult skill than other skills like reading. There are about thirtyfive writing exercises (under the heading 'composition'). The learners' role is "to discuss, plan and write descriptions, letters, reports, describe processes, define something, re-tell stories, state problems and suggest solutions, classify, summarise, give information/opinion, evaluate etc.". Most of the writing that is to be done is situational and the teachers' role is to go around the class counselling, if necessary, student pair/groups engaged in discussions and performing tasks. The teacher is also asked to advise students to make drafts, recheck them, before finally writing out the assignment. It is also the responsibility of the teacher to make student groups discuss their own mistakes.

Oral-Aural Work

Oral work before writing i.e. doing the tasks is prescribed. This can be done with the teacher or between the students themselves. This according to the framers of the syllabus gives

opportunity to the students to orally communicate in English. While encouraging students to speak in English, the designers of the course have warned teachers against correcting mistakes at every step as this is bound to inhibit the student and in some cases may completely stop them from opening their mouths. Mistakes are a part of the process of learning is clearly indicated. It has however been admitted that evaluation of this skill is not possible during the Madhyamik finals because of certain infrastructural difficulties.

Grammar & Vocabulary

There is no place for an extra grammar book or class in this syllabus. It is clearly stated that a large number of grammar and vocabulary exercises have been incorporated at the end of the lessons as well as in the revision lessons.

Self-correction and discussion of common mistakes have been pronouncedly preferred to memorising grammatical definitions as was done in the past.

Assessment & Testing

A time to time feedback on how much acquisition of reading, writing, oral-aural skills has taken place is advocated and it is clearly stated that the materials and exercises in the text-books "are but means to an end and not ends in themselves". It is even stated that the exercises in the text-books should not be used as testing material. Assessment of textual knowledge, information, context etc. is not the goal and when framing questions innovation on the part of the teacher is demanded. The target according to the architects of this new method is producing fast and independent readers who are able to comprehend on their own, write on their own and are able to "communicate orally as much as it is possible within the constraints of their environment and class-room exposure". When testing reading skill it is said that questions should be framed in such a manner that they require little or no writing on the part of the student (e.g. the student will be asked to draw arrows, put ticks/crosses etc.) and in the case of grammar and vocabulary the firm injunction is that they should be assessed in an appropriate communicative context.

A Word to the Students

In a preamble to Learning English, Step 4, entitled 'A Word to the Students' the W.B.B.S.E. has advised students to use their own English and their own reasoning adding that the teacher will always be there to help when necessary. Special mention of cultivating the habit of looking up reference books, reading journals, newspapers and instructions on handling machines etc. has also been made. It is also clearly told to the student that the responsibility of making the effort to learn the language rests on him. He is warned, "Correction is more important in writing than in speech". And so the student has been asked to be very careful about the words he writes, their spelling and grammar. A difference in the teaching of grammar is also brought to the notice of the students and consulting note-books has been forbidden. Cramming the content/information incorporated in the lessons has been discouraged as only 20 marks on reading and comprehension has been set aside for questions from the text-book. Apart from a commentary on revision lessons the students are also made aware of the necessity of extensive reading and the fact that some extra reading materials have been furnished at the end of the text-book has been pointed out.

The Tool

As regards the questionnaire, its design and logic, a few words need to be said. It was constructed in view of the recommendations made by the W.B.B.S.E. and a quick perusal of it would show that many pertinent questions have been asked which directly relate to the exact class-room situation. For example the designers of the syllabus wanted that poetry be taught after two prose units and the first item deals with it. Items 2 and 3 deal with grammar and

attempt to find out whether it is being taught in the old traditional way or not. The items/questions that follow have been framed in view of the fact that the aim of the syllabus at the levels of Classes IX and X is to cultivate an extensive and silent (except in case of poetry) reading habit. Writing too receives special attention at this stage of the course and there are fact-finding questions to this effect. Translating material into the mother-tongue is totally discouraged and the syllabus being essentially life-centred, learner-centric and activity-based, the tasks are entirely left for the students to perform on their own or in pairs or in groups. The teacher under the circumstances should ideally be one ready to help; a class-room manager or a counsellor. Probers dealing with these aspects have also been included. Again some of the items are in the form of an opinionnaire.

In this category falls item nos. 7, 8, 9, 10, 11, 16, 19, 28, 30 etc. Item 11 deals with why the student in general wants to learn English and responses to the same should, one supposes, be of considerable socio-economic interest. The aspects of listening and speaking are dealt with in items 13, 14 and 15. The life-centric aspect of the new syllabus, in which cramming of textual material is not the end but using the language the only goal, has been dealt with in items like nos. 14, 31, 32 etc. Apart from other several indirect probers designed to find out the exact prevailing class-room situation an item like no. 37 very specifically tries to gather information as to whether other books like ones on formal grammar and/or grammar-translation work-books, condemned by the architects of this new Approach, are being followed as well.

With these few words let us proceed with the annexures and finally the probable differences.

Discussions & Expositions

Poetry

১। Class-এ কবিতা পড়ানো হয় কি না ? হ্যাঁ না

2,665 students have responded. 65% have said that poetry is taught; 35% have differed. The directive of the Board in this regard is that poetry should be taught after two prose units.

From the data it seems that the directive of the Board is more or less being followed (see item number 1). In this context attention is drawn to item number 19 which is in the form of an opinionnaire : 2,632 students have responded. 77% have said that they prefer prose to poetry while others have differed. The responses of 2% have not been taken into account. Item no. 1 read with item no. 19 seems to suggest that loud reading prescribed only for verses has failed to create the desired effect. (Table-1)

৮। (ক) Reading-এর জন্য নির্দিষ্ট পাঠ্যাংশ বাংলায় অনুবাদ করে শোনাও কি না ?

(খ) Reading-এর জন্য নির্দিষ্ট পাঠ্যাংশ সরবে পাঠ করানো হয় কি না ?

(গ) Reading-এর জন্য নির্দিষ্ট পাঠ্যাংশ শিক্ষক/শিক্ষিকা পড়ে শোনান কি না ?

৮ নং প্রশ্নের ক, খ ও গ-এর উভর দেওয়ার জন্য নীচের ছকটিতে টিক (✓) চিহ্ন দাও।

কখনই না	মাঝে মাঝে	প্রায়ই	সবসময়
ক			
খ			
গ			

Reading

Items 4a, 4b and 4c deal with 'class-room reading' in particular. So far as this is concerned the aim of the architects of the syllabus is to cultivate silent extensive reading habit among students without any interference of the mother-tongue. In item 4a, 2,691 students have responded. 7% have said that they do not ever have to translate the 'reading material' into their mother-tongue. 33% have said that they have to translate occasionally, 20% have said that they have to translate very often. The largest percentage, that is 40% have said that they always have to translate the "reading material" into their mother-tongue. The responses of 2% have not been taken into account.

From this one can suppose that the categorical directive of the Board in this regard is far from being followed.

In item number 4b, 2,594 students have responded. 9% have said that they do not ever have to do 'loud reading'. 22% have said that they do it occasionally, 19% have said that they do 'loud reading' very often and as much as 50% have said that they do 'loud reading' always. The responses of 2% have not been taken into account.

From this, one supposes that the directive of the Board in this regard is being totally violated.

In item number 4c, 2,602 students have responded. 5% have said that their teachers do not ever read aloud the 'reading material'. 11% have said that their teachers occasionally read aloud the 'reading material' for them, 14% have said that their teachers very often read out the 'reading material' for them. As much as 70% of them have said that their teachers always read aloud the textual 'reading material'. The responses of 2% have not been taken into account.

From this, it seems that the directive of the Board regarding encouragement of silent reading habit at this stage is not being followed and the traditional practice of 'model reading' is still continued. (Table-1)

Grammar

- ২। Grammar-এর জন্য আলাদা period-এর ব্যবহাৰ আছে কি না ? হ্যাঁ না
 ৩। Grammar-এর নিয়ম ও দৃষ্টিস্ত মুখ্য কৰতে হয় কি না ? হ্যাঁ না

In item number 2—2,634 students have responded. 54% have said that they have separate classes for grammar teaching, while 46% have responded to the contrary.

From this, it seems that the directive of the Board in this regard, that is, there should not be extra grammar classes, is only being partially followed.

In item number 3—2,592 students have responded. 51% have said that they have to cram grammatical rules/definitions and examples. 49% have said that they do not have to do so. The responses of 1% have not been taken into account. (Table-1)

This seems to confirm, that the traditional method of teaching grammar has not been abandoned. It is followed in a fairly large percentage of cases.

Class-room Management

- ৫। লেখার কাজ কৰার আগে গোথিক আলোচনা হয় কি না ?
 টিক (/) চিহ্ন দাও। একাধিক উত্তর প্রয়োজনে দিতে পার।
 (ক) বাংলায় (খ) ইংরাজীতে (গ) উভয় ভাষায়
 (ক) শিক্ষকের সঙ্গে (খ) বন্ধুদের সঙ্গে (গ) উভয়ের সঙ্গে
 ৬। নীচের ছকটিতে টিক (/) চিহ্ন দিয়ে উত্তর দাও :

কখনই না মাঝেমাঝে প্রায়ই সবসময়

শিক্ষক উত্তর বলে দেন

শিক্ষক উত্তর বোর্ডে লিখে দেন

বই-এর বাইরেও অন্যান্য কাজ কৰান

প্রশ্নের নির্দেশগুলি শিক্ষক বুঝিয়ে দেন

প্রশ্নের নির্দেশগুলি শিক্ষক বাংলায় বুঝিয়ে
দেন

শ্রেণীকক্ষে শিক্ষক মাতৃভাষা ব্যবহার কৰেন

শ্রেণীকক্ষে শিক্ষক ছবি, ছক, মডেল ইত্যাদি
ব্যবহার কৰেন

In item number 5a—2,492 students have responded. 5% have said that they have discussion in English before they begin their written work. 15% have said that they have such discussion in Bengali. A large percentage, that is, 80% have said that they have such discussions

before their written work, both in English and Bengali. The responses of 3% have not been taken into account.

From this, it should be reasonable to guess that though discussions as desired by the Board take place, prior to written work, unfortunately it is conducted bi-lingually.

In item number 5b—2,482 students have responded. 31% have said that they have discussions with their teachers, prior to written work. Only 7% have said that they have group discussions, while 62% have said that they have discussions with both their teachers and their peers. The responses of 3% have not been taken into account. (Table-1)

From this one can assume that the value of group/pair work constantly emphasised by the architects of the syllabus, bi-lingual though it may be, is receiving commendable attention. But front-line traditional teaching, since 30% have said that they discuss with their teachers, is still persisting.

In item number 6a, total number of responses is 2,593. 9% have said that their teachers never dictate the correct answers for them. 61% have said that their teachers occasionally dictate the answers. 14% have said their teachers very often dictate the answers. 16% have said that their teachers always dictate the answers. The responses of a negligible 1% have not been taken into account.

From this one can reasonably say that the directive of the Board in this regard is being partially followed. A large percentage of students is not left on their own, while performing their tasks and there is considerable teacher interference and dictation.

In item number 6b, the total number of responses is 2,624. 18% have said that their teachers never write out the answers on the black-board. 55% have said that their teachers occasionally write out the answers on the black-board. 16% have said that their teachers very often write out the answers on the black-board. 11% have said that their teachers always write out the answers on the black-board. The responses of 2% have not been taken into account.

From this, one can reasonably assume that the Board's directive regarding self-correction, i.e. group or pair correction is being partially followed and the traditional use of the black-board still persists.

In item number 6c, total number of responses is 2,592. 17% have said that their teachers never give them tasks other than those in the text-book. 52% have said that their teachers occasionally give them tasks other than those in the text-book. 21% have said that their teachers very often give them tasks other than those in the text-book. Only 10% have said that their teachers always give them tasks other than those in the text-book. The responses of 2% have not been taken into account.

From this, it is heartening to note that teachers more or less give exercises from sources, other than text-books. The syllabus demands innovation on the part of teachers and one only hopes that these exercises are not grammar-translation exercises.

In item number 6d, total number of responses is 2,609. 3% have said that their teachers never explain the instructions to them. 21% have said that their teachers occasionally explain the instructions. 25% have said that their teachers very often explain the instructions. As much as 51% have said that their teachers always explain the instructions.

From this, one can say that though, it is expected of the students to follow the instructions themselves, the general practice is that the teacher has to explain the instructions, in the book, perhaps on demand.

In item number 6e, the total number of responses is 2,667. Out of them, 7% have said that their teachers never translate and explain the instructions in Bengali. 37% have said that their teachers occasionally translate and explain the instructions in Bengali. 21% have said that their teachers very often translate and explain the instructions in Bengali. 35% have said that their teachers always translate and explain the instructions in Bengali. The responses of 1% have not been taken into account.

From this one can assume that these 'explanations' are mainly in the mother-tongue and this is in gross violation of the directive of the Board in this regard.

In item number 6f, the total number of responses is 2,571. 7% have said that their teachers never use the mother-tongue in the class-room. 45% said that their teachers occasionally use the mother-tongue, in the class-room. 21% have said that their teachers very often use the mother tongue in the class-room. 27% have said that their teachers always use the mother-tongue in the class-room. The responses of 1% have not been taken into account.

From this one can quite certainly say that there is interference of the mother-tongue and that transactions in the class-room take place mainly with the help of the mother-tongue. This again is not what the architects of the syllabus desired.

In item number 6g, total number of responses is 2,593. Of them 43% have said that their teachers never use charts, models and other teaching aids in the class-room. 37% have said that their teachers occasionally use them. 11% have said that their teachers very often use charts, models, etc. in the class-room. Only 9% have said that their teachers always use them, in the class-room. The responses of 2% have not been taken into account.

From this one can assume that the innovative teacher, who uses charts, models, aids is difficult to come by.

১৫। শ্রেণীকক্ষে ইংরাজীতে কথা বলার ও শোনার সুযোগ করখনি আছে ?
একেবারেই না মোটামুটি আছে ভালভাবে আছে

১৮। শিক্ষক/শিক্ষিকা তোমাদের দিয়ে বোর্ডে কাজ করান কি না ? হ্যাঁ না

In item number 15, total number of responses is 2,654. 13% have said that they do not have any scope for speaking and listening to the English language in the class-room. 63% have said that they have a fair scope for speaking and listening to the English language in the class-room, while 24% have said that they get ample scope. The responses of 1% have not been taken into account.

From this one can say that whatever the way of teaching might be, students, by and large, get the opportunity of speaking and listening to the language in the class-room. In item number 18, total number of responses is 2,662. 76% have said that they are asked to do board-work, while 24% have differed.

From this one can assume that the traditional use of the black-board is still persisting.

২০। শ্রেণীকক্ষে সহপাঠীদের (ক) প্রশ্নের উত্তর দাও কি না ? হ্যাঁ না
(খ) প্রশ্ন কর কি না ? হ্যাঁ না
(গ) প্রশ্নোত্তরের সময় মূলত কোন্ ভাষা ব্যবহার কর ?

In item number 20a, total number of responses is 2,656. 80% have said that they answer the questions asked by their classmates, while 20% have differed.

From this one can guess that there is group/pair discussions before performing the tasks, an interaction among students, which is in keeping with the directive or the syllabus.

In item number 20b, 2,649 students have responded. 76% have said that they ask their classmates questions while 24% have differed.

From this one can guess that there is group/pair discussions before performing the tasks, an interaction among the students, which is in keeping with the directive or the syllabus.

In item number 20c, the total number of responses is 2,416. 47% have said that such interaction take place in Bengali. 22% have said that they interact in English, while 31% have said that they do the same, using both the languages. However, the responses of 1% have not been taken into account.

From this one can say that though interaction, i.e. group/pair discussions, etc. among students, prescribed by the Board, take place, it is mainly in Bengali, which incidentally is violation of the directive issued in this regard.

In item number 27, the students have been asked to state how their teachers correct their exercises.

২৭। তোমাদের কাজ তোমাদের শিক্ষক/শিক্ষিকা কিভাবে সংশোধন করেন ? নীচের ছকটিতে টিক
(√) চিহ্ন দিয়ে উত্তর দাও। তুমি একাধিক নির্বাচন করতে পার।

কখনই না মাঝেমাঝে প্রায়ই সবসময়

শিক্ষক/শিক্ষিকা তোমাদের খাতা দেখে দেন

শিক্ষক/শিক্ষিকা বোর্ডে সঠিক উত্তর লিখে
মিলিয়ে নিতে বলেন

শিক্ষক/শিক্ষিকা মুখে সঠিক উত্তর বলে
মিলিয়ে নিতে বলেন

তোমরা partner-এর সঙ্গে খাতা exchange
করে সংশোধন কর

শিক্ষক/শিক্ষিকার তত্ত্বাবধানে নিজেরা
সংশোধন কর

In this item, the students have been asked to state how their teachers correct their exercises.

The following chart should be self-explanatory :

	Never	Occasionally	Very Often	Always	Doubtful responses	Total no. of responses
Correction by teachers	7%	41%	23%	26%	2%	2,629
Model answer on the board by teachers for students to compare and correct	14%	33%	22%	30%	1%	2,652
Dictation of model answers by teachers for the students to compare and correct	14%	41%	22%	20%	2%	2,605
Pair/peer/group correction through exchange of exercise books	26%	47%	15%	11%	2%	2,562
Self-correction under the supervision and guidance of teachers	18%	41%	20%	19%	2%	2,585

In this connection it may be noted that the ideal situation demands pair/peer/group correction through exchange of exercise books and/or self-correction, under the supervision and guidance of teachers.

- ২৯। পাঠ্যপুস্তকের মধ্যে বা শ্রেণীকক্ষে শিক্ষকের ব্যবহৃত নির্দেশগুলি তুমি বুঝতে পার কীভাবে, টিক (✓) চিহ্ন দিয়ে তা দেখাও।
- (ক) নিজে নিজে
 - (খ) শিক্ষক বুঝিয়ে দিলে (ইংরাজীতেই)
 - (গ) শিক্ষক অনুবাদ করে দিলে
 - (ঘ) সহপাঠীর সাহায্যে
 - (ঙ) Task-এর ধরন দেখে

In item number 29, the total number of responses is 2,688. Of them 5% have said that they understand on their own instructions in the text-book as well as those of their teachers. 25% have said that they understand the same when explained by their teacher in English. 57% have said that they understand the same when translated by the teacher into the mother-tongue. Only 2% have said that they understand the same with the help of their fellow students and 6% have said that they understand the nature of the task by guessing. However, the responses of 5% have been taken into account.

From this, one can assume that the use of the mother-tongue is rampant and the purpose of the syllabus is almost defeated in the class-room situation.

৩৩। Class-room-এর মধ্যে Group Work-এ তুমি

- (ক) আনন্দ পাও কি না – হ্যাঁ/না
- (খ) লাভবান হও কি না – হ্যাঁ/না
- (গ) অংশগ্রহণের সুযোগ পাও কি না – হ্যাঁ/না
- (ঘ) কতটা সক্রিয় ভূমিকা নিতে পার – একেবারেই না/মাঝেমাঝে/প্রায়ই/সবসময়
- (ঙ) কী অসুবিধা দেখতে পাও – বসার/কথা বলার সুযোগ
- (চ) শিক্ষকের সান্নিধ্য পাও ? – একেবারেই না/মাঝেমাঝে/প্রায়ই/সবসময়

In item no. 33a, the total no. of responses is 1,902. Of them, 93% have said that they enjoy group work in the class while 7% have differed. The responses of 1% have not been taken into account.

A significant feature while considering this item is that as many 788 students have remained silent. One feels that this group of items should have started with finding out whether group work at all takes place in the class. The silence also might suggest that the concept of group work is unknown to many. In spite of all this, since 92% have said that they enjoy group work one can safely say that whatever be the language of communication enjoyment of group work does take place.

In item no. 33b, the total no. of responses is 1,905. Of them, 84% have said that they profit by group work while 16% have differed. The responses of 1% have not been taken into account. Again a significant number of students totalling to 795 have not responded.

From this one can say, relying on the few who have responded that a high percentage of students profit from 'group work'.

In item no. 33c, the total no. of responses is 1,875. Of them, 77% have said that they get the opportunity of participating in 'group work' while 23% have responded to the contrary. However, the responses of 1% have not been taken into account. Once again a very significant number i.e. 804 students have refrained from responding.

From this one can assume, relying on the very few who have responded, that a high percentage of students get the opportunity to participate in 'group work'.

In item no. 33d, the total no. of responses is 1,844. Of them, 5% have said that they never get the opportunity to participate in 'group work'. 67% have said that they occasionally get the opportunity. 19% have said that they very often get the opportunity to participate while 9% have said that they always get the opportunity to participate in 'group work'. However, the responses of 1% have not been taken into account. Again, very very significantly, as many as 853 students have refrained from answering.

From this one can reasonably say, only relying on the very few who have responded, that more than half get the opportunity of participating in 'group work'.

In item no. 33e, the total no. of responses is 1,775. Of them, 40% have said that as regards 'group work' accommodation is a problem. 60% have said that they do not get the opportunity to communicate and/or participate in 'group work'. The responses of 3% have not been taken into account and very very significantly as has been pointed out again and again as many as 883 students have refrained from answering.

From this one can picture that there is considerable physical difficulty so far as group work is concerned though it does take place to a degree, whatever be the language of communication.

In item number 33f, total number of responses is 1,797. Of them, 5% have said that they never receive any attention from their teachers. 57% have said that they occasionally receive attention from their teachers. 20% have said that they very often receive attention from their teachers while 18% have said that they always receive attention. The responses of 2% have not been taken into account and as is the case with this set of questions relying only on those who have responded, it seems that a considerable number of students receive attention from their teachers, who hopefully play the role of a counsellor and/or a class-room manager, as per the guidelines of the syllabus.

In item number 34, total number of responses is 1,711. Of them, 27% have said that they have only one class per week for English. 17% have said that they have two classes per week for English. 3% have said that they have three classes per week for English. Another 3% have said

that they have four classes. 6% have said that they have five classes. 44% have said that they have six classes. 20% have said that they have seven classes and 10% have said that they have eight classes per week for English. However, the responses of 2% have not been taken into account.

৩৪। সপ্তাহে কতগুলি period রুটীনে ইংরাজীর জন্য নির্দিষ্ট আছে ?

From this, one can say that more than half the students have, as per the directives of the Board, adequate classes of English.

৩৫। তোমার শ্রেণীতে/শ্রেণীবিভাগে একজন শিক্ষক/শিক্ষিকা ইংরাজী পড়ান কিনা ? — হ্যাঁ/না

In item number 35, total number of responses is 1,967. Of them, 61% have said that they have one single teacher for English, while 39% have differed. The responses of 1% have not been taken into account.

From this, the picture that emerges is that the directive of the Board in this regard is more or less followed.

৩৬। Learning English বাদে ইংরাজীর জন্য আর কোন সহায়ক বই পাঠ্য করা হয়েছে কি না, যেমন—

গ্রামার— হ্যাঁ/না

গ্রামার-ট্রান্সলেসন— হ্যাঁ/না

প্র্যাকটিস্ বুক— হ্যাঁ/না

In item number 37a, total number of responses is 2,598. 52% have said that apart from the 'Learning English' series certain grammar books have also been prescribed. 48% have differed.

From this one can suppose that the directive of the Board, in this regard, is being substantially violated.

In item number 37b, total number of responses is 2,515. Of them, 42% have said that apart from 'Learning English' series certain grammar-translation books have been prescribed as well, while 58% have differed. The responses of 1% have not been taken into account.

Here again, one can suppose that the directive of the Board in this regard, is being substantially violated. If one compares, this item with the results of item number 37a, one observes a certain discrepancy, which can be perhaps explained by the additional word 'translation', used in this item.

In item number 37c, the total number of responses is 1,899. 39% have said that apart from L.E. series certain practice-books have been prescribed as well. 61% have differed and the responses of 1% have not been taken into account. Very significantly as many as 804 students have remained silent.

From this, one can picture, relying on those who have responded, that the directive of the Board in this matter is not being wholly followed. The silence of as many as 804 students might suggest that they are not acquainted with the term 'practice-book' and/or this being the last item did not bother to answer this question.

Environment outside the Class-room

৩১। Text-book-এর বাইরে আর কোনওভাবে

(ক) ইংরাজী পড়ার সুযোগ পাও কিনা ? — হ্যাঁ/না

(খ) পেলে, কী কী পড় ? — বই/কাগজ/text (✓ চিহ্ন দাও) ।

(গ) কোথায় ? —

(ঘ) বুঝতে পার কি ? — হ্যাঁ/না

In item number 31a, total number of responses is 2,590. 66% have said that they have scope for reading English, outside their textual material while 34% have differed.

From this one can say that opportunities for extensive reading in English are available to students.

In item number 31b, total number of responses is 1,955. 53% have said that they read books other than their text-books. 26% have said that they read English newspapers, etc., while 21% have said that they read text-books of other subjects in English. The responses of 4% have not been taken into account.

From this, one can suppose that extensive reading, as prescribed by the Board is generally practised.

In item number 31c, total number of responses is 2,014. Of them, 60% have said that they read materials other than those in the text-books at home. 60% have said that they read the same in the library. 40% have said that they read the same at school. 1% have said that they read the same in the class, while yet another 1% have said that they read materials other than those in the text-book from English newspapers, etc. However, the responses of as much 4% are doubtful.

Since the responses of a substantial number are doubtful, an easy inference is difficult and any inference drawn regarding the source/sources of extensive reading would be suspect.

In item number 31d, total number of responses is 2,051. 57% have said that they can understand English, when they read materials other than those in the text-books, while 43% have contradicted. However, the responses of 5% have not been taken into account.

From this, it sums that purposeful extensive reading is taking place.

৩২। ক্লাস-রুম-এর বাইরে ইংরাজী শোনার সূযোগ পাও কি না ? — হ্যাঁ/না
কোথায় ? —

In item number 32a, total number of responses is 2,559. Of them, 59% have said that they have scope for listening to English outside the class-room situation, while 40% have responded to the contrary. However, the responses of 1% are doubtful.

From this one can guess that there is a fair amount of exposure to English from situations outside the school.

In item number 32b, total number of responses is 2,647. Of them, 7% have said that they listen to English at home. 1% have such exposure at school and 1% in the class-room; hopefully outside the English classes. 11% have such exposure by listening to the TV, while 3% by listening to the radio. As evident from the data no one has any such exposure either from the newspaper or from the library and this is as it should have been. However, the responses of as much as 77% are doubtful.

Since the responses of a substantial number are doubtful, an easy inference is difficult and any inference drawn would be suspect.

৩৬। বাড়ীতে ইংরাজী-পড়ায় কে তোমাকে সাহায্য করেন ?

In item number 36, total number of responses is 2,706. Of them, 31% have said that their private tutors help them to study English at home. 1% have said that their English teachers help them to study at home. 14% have said that their fathers help them to study English at home. 8% have said that their brothers help them to study English at home. 1% have said that their

sisters help them to study English at home while another 1% have said that their guardians help them to study the language.

Very significantly, no one has said that their mothers help them to learn the language and equally significantly the responses of 44% are doubtful. From this one can reasonably conclude that the samples have been drawn mainly from first generation learners. But any further conclusion would be difficult and suspect considering the fact that the responses of as much as 44% are doubtful and could not be taken into account.

Opinionnaire

- ৭। ইংরাজী শিখতে কি তুমি আগ্রহ বোধ কর ? - হ্যাঁ না
- ৮। ইংরাজী বিষয়ে কোন্ শ্রেণী থেকে আগ্রহ জেগেছে ? -
- ৯। এই আগ্রহ সৃষ্টির মূলে তোমার ক্ষেত্রে প্রযোজ্য নিম্নলিখিত কারণগুলিতে গুরুত্ব অনুযায়ী ১, ২, ৩ ইত্যাদি করে ক্রমিক নং বসাও।
- বিদ্যালয় বিদ্যালয়ের কোন শিক্ষক/শিক্ষিকা গৃহশিক্ষক
অভিভাবক অন্যান্য
- ১০। ইংরাজী ক্লাস তোমার কেমন লাগে ? - খুব ভালো/ভালো/মোটামুটি/ভাল নয়।
- ১১। ইংরাজী পড়ার প্রয়োজনীয়তা সম্বন্ধে নীচের বিকল্পগুলিতে গুরুত্ব অনুযায়ী ক্রমিক নং দিয়ে তোমার মতামত জানাও।
- উচ্চস্তরের পাঠ্যবিষয় পাঠের পক্ষে ইংরাজী ভাষা সহায়ক।
 যে কোন ভাষাভাষীর সঙ্গে যোগাযোগ স্থাপনে ইংরাজী ভাষা উপযোগী।
 ইংরাজী ভাষায় জ্ঞান সামাজিক প্রতিষ্ঠা অর্জনে সহায়ক।
 চাকুরি পাওয়ার ক্ষেত্রে ইংরাজী ভাষায় পারদর্শিতা বিশেষ সুবিধা দেয়।
 ইংরাজী ভাষায় জ্ঞান ইংরাজী সাহিত্য পাঠে সহায়ক।
 ইংরাজী ভাষায় জ্ঞান পাঠ্য-বইভূত পড়াশোনায় উপযোগী।
 সকলের ইংরাজী জ্ঞানের প্রয়োজন নাই।
- ১২। পাঠ্য পুস্তকের বাইরে ইংরাজী পড়লে (ক) বুঝতে পার কি না ? - হ্যাঁ না
(খ) ভাল লাগে কি না ? - হ্যাঁ না
- ১৩। ইংরাজীতে কথা বলতে (ক) চাও কি না ? - হ্যাঁ না
(খ) পার কি না ? - হ্যাঁ না
(গ) কতটা ? - মোটেই না মোটামুটি ভালভাবে
- ১৪। ইংরাজী শুনে কতটা বুঝতে পার ? - মোটেই না মোটামুটি ভালভাবে
- ১৫। নীচের skill/বিষয়গুলিতে তোমার পছন্দ ও দক্ষতা অনুযায়ী ক্রমিক নং বসাও :

Skill/বিষয়	পছন্দ	দক্ষতা
Reading		
Writing		
Listening		
Speaking		
Grammar		

In item number 7, total number of responses is 2,707. Of them, 97% have said that they are interested in learning English while 3% have differed.

From this one can picture that there is a most definite bias for learning English among students.

In item number 8, total number of responses is 2,665. 44% have said that their interest in learning English started from Class VI, 16% have said that their interest in learning English started from Class VII, while 7% have said that their interest in learning English started from Class VIII. The responses of 1% have not been taken into account and of those who have said that their interest started in classes prior to Class VI are irrelevant to our purpose.

In item number 9, the students have been asked to rank the agencies responsible for arousing their interest in learning English. The following chart should be self-explanatory. (Table-2 & Fig. 1)

In item number 10, total number of responses is 2,699. 32% have said that they like their English classes very much. 37% have said that they like it to a considerable extent. 29% have said that English classes are just all right with them, while 2% of them have said that they do not at all like their English classes.

From this it seems, students in general like their English classes.

In item number 11, the students have been asked to state their personal reasons for reading English, in order of their own list of priorities. The following chart should be self-explanatory. (Table-3 & Fig. 2)

In item number 12a, total number of responses is 2,616. 53% have said that they can understand reading materials, outside their text-books, while 46% have differed. However, the responses of about 2% have not been taken into account.

From this, one can say that so far as extensive reading is concerned, the achievement of the syllabus is considerable.

In item number 12b, total number of responses is 2,532. Of them, 71% have said that they like reading materials outside their text-books while 29% have differed.

From this one can assume that there is a definite bias towards extensive reading.

In item number 13a, total number of responses is 2,644. Of them, 96% have said that they want to speak English while only 4% are differed.

In view of what has been noticed earlier, there is not only a bias towards learning English, but also a very definite desire to speak it as well.

In item number 13b, total number of responses is 2,565. Of them, 36% have said that they are able to speak the language while 63% have said that they cannot speak in the tongue. The responses of 1% have not been taken into account.

From this one can assume that the majority ever at the level of Class IX are unable to speak the language, an important skill as stipulated in the syllabus.

In item number 13c, total number of responses is 2,620. Of them, 17% have said that they are absolutely unable to speak the language. 78% have said that they can just about manage while 4% have said that they can competently speak in English. The responses of 1% have not been taken into account.

From this opinionnaire one can assume that area communication in English has somewhat been effected, which again is certainly in line with one of the aims of the syllabus.

In item number 14, total number of responses is 2,693. 7% have said that they cannot understand English at all, when spoken (listening skill). 87% have said that they can just about manage, while 6% have said that they can fully comprehend the language when spoken.

From this one can suppose that so far as 'listening comprehension' is concerned the syllabus has been able to effect the desired motivation though the goal is yet to be reached completely.

In item number 16, students have been asked to rank both their preferences and ability in all the five skills. i.e. reading, writing, listening, speaking and also grammar. The following charts should be self-explanatory. (Tables-4, 5 & Figs. 3 & 4).

১৯। ইংরাজী গদ্য ও পদ্দের মধ্যে কোনটি বেশী পছন্দ কর ?

কেন, তা ২/১টি বাকে লেখ। -

For item number 19, kindly see discussion on item number 1.

২১। শ্রেণীকক্ষে শিক্ষকের বলা ও লেখা ইংরাজী তোমার কাছে কঠিন লাগে কি না - হ্যাঁ না

In item number 21, total number of responses is 2,667. 57% have said that they find it difficult to follow their teachers when they write or speak in English, while 49% have contradicted.

From this one can say that the success of the syllabus in this regard is more or less half-way.

২৩। ইংরাজী প্রশ্নপত্রে উত্তর লেখার জায়গা তুমি কি যথেষ্ট মনে কর ? - হ্যাঁ না

In item number 23, total number of responses is 2,560. Of them, 52% have said that the space allotted for writing answers in the composite question papers is sufficient, while 47% have differed. However, the responses of 1% have not been taken into account.

২৪। তুমি গত পরীক্ষায় কত নম্বর পেয়েছ ? -

In item numbers 24 and 26, students on an average seen to have scored 35% marks in English and they expect to, on an average, score 50% marks in English in the next examination.

২৬। আগামী পরীক্ষায় তুমি ইংরাজীতে কি রকম নম্বর আশা কর ? -

২৫। পরীক্ষায় তুমি কোন্টিতে অপেক্ষাকৃত ভালো কর ? টিক (/) চিহ্ন দাও।

In item number 25, the total number of responses is 2,685. Of them, 41% have said that they fair better in reading comprehension. 36% have said that they fair better in writing and 20% have said that they do well in grammar and vocabulary. However, the responses of 3% have not been taken into account.

In this connection, it may be noted and recalled that writing as a skill is generally considered more difficult.

২৮। পাঠ্য ইংরাজী বইগুলির মধ্যে কোন ক্লাশের বইটি তোমার সবচেয়ে ভাল লেগেছে ?

In item number 28, total number of responses is 2,603. 12% have said that they like Learning English, step 1, prescribed for Class VI. 30% have said that they like Learning English, step 2, prescribed for Class VII. 27% have said that they like Learning English, step 3, prescribed for Class VIII. 17% have said that they like Learning English, step 4, prescribed for Class IX. A lot of responses are irrelevant to our purpose and the responses of 1% have not been taken into account.

৩০। পাঠ্যপুস্তকের taskগুলি তোমার কেমন লাগে ? টিক (✓) চিহ্ন দাও।

- (ক) সহজ
- (খ) কঠিন
- (গ) শক্ত হলেও মনোগ্রাহী
- (ঘ) কঠিন এবং নিরুৎসাহবাঙ্গক
- (ঙ) নিরুৎসাহবাঙ্গক

In item number 30, total number of responses is 2,703. 13% have said that the tasks in the text-books are easy. 17% have said that they are difficult. 65% have said that they are difficult but interesting. 2% have said that they are difficult and uninteresting. 1% have said that they are not interesting. However, the responses of 2% have not been taken into account.

From this it is obvious, the students have taken to the text-books and they find the tasks tough but interesting.

Items Excluded

১৭। নীচের ঘরগুলিতে টিক (✓) চিহ্ন দিয়ে, কিভাবে তোমরা tasks এবং ক্লাসের অন্যান্য কাজগুলি কর, তা দেখাও :

- অল্প সংখ্যক বেশ কিছু ৫০ শতাংশ অধিকাংশ সবগুলি কোনটিই না
শিক্ষক/শিক্ষিকার সহায়তায়
সহপাঠীর সহায়তায়
নিজে নিজে
বাড়িতে বা আগেই করে রাখো

Item number 17 : It has been considered prudent to exclude this item because similar questions have been asked elsewhere. Moreover, enough space has not been given for putting tick marks in a table consisting of as many as six variables. It is felt that the reading may tend to be confusing and erroneous.

Item number 22 : It has been considered that this item presupposes a knowledge of the methodology of teaching of other subjects, and the part of the student and so this item has been ignored.

২২। শ্রেণীকক্ষে ইংরাজী পঠন-পাঠন পদ্ধতি অন্যান্য বিষয়ে তোমাকে পড়তে ও শিখতে সাহায্য করেছে
কি না ? — হ্যাঁ না

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TABLE-1
Frequency Distribution of all Districts and χ^2 Value
Differences among the Districts.

ITEM	NO. OF CASES	FREQUENCY DISTRIBUTION (%)							df	χ^2
		1	2	3	4	5	6	7		
1	2665	65	35	—	—	—	—	—	5	193.44
2	2634	54	46	—	—	—	—	—	5	83.18
3	2592	51	49	—	—	—	—	—	5	86.32
4a	2691	7	33	20	40	—	—	—	15	371.35
4b	2594	9	22	19	50	—	—	—	15	101.87
4c	2602	5	11	14	70	—	—	—	10	198.42
5a	2491	15	5	80	—	—	—	—	10	115.83
5b	2482	31	7	62	—	—	—	—	15	125.68
6a	2593	9	61	14	16	—	—	—	15	216.42
6b	2624	18	55	16	11	—	—	—	15	251.28
6c	2592	17	52	21	10	—	—	—	15	251.12
6d	2609	3	21	25	51	—	—	—	15	179.68
6e	2607	7	37	21	35	—	—	—	15	118.81
6f	2571	7	45	21	27	—	—	—	15	180.75
	2593	43	37	11	9	—	—	—	5	192.34
	2674	97	3	—	—	—	—	—	15	10.33
	1799	64	23	11	2	—	—	—	20	110.21
	2200	23	21	26	24	6	—	—	20	282.84
	2348	24	33	25	15	3	—	—	20	125.87
	2280	20	39	23	13	5	—	—	20	143.87
	2331	41	17	25	13	4	—	—	20	143.34
	1800	2	2	14	13	69	—	—	20	70.97
	2657	32	37	29	2	—	—	—	15	186.70
11a	2543	15	18	18	17	14	13	5	30	123.54
11b	2549	38	18	15	13	9	6	1	30	91.10
11c	2520	17	14	18	19	15	13	4	30	112.96
11d	2482	17	28	17	12	10	13	3	30	215.44
11e	2509	8	14	16	19	21	20	2	30	97.15
11f	2526	5	10	17	17	24	21	6	30	187.97
11g	2362	2	2	3	3	3	9	78	30	82.23
12a	2548	53	47	—	—	—	—	—	5	196.04

Continued

All χ^2 are significant at 1% level

ITEM	NO. OF CASES	FREQUENCY DISTRIBUTION (%)							df	χ^2
		1	2	3	4	5	6	7		
12b	2499	71	29	—	—	—	—	—	5	114.15
13a	2612	96	4	—	—	—	—	—	5	32.46
13b	2463	37	63	—	—	—	—	—	5	107.03
13c	2564	17	78	5	—	—	—	—	10	159.14
14	2649	7	87	6	—	—	—	—	10	181.48
15	2654	13	63	24	—	—	—	—	10	270.89
16a	2508	53	28	10	5	4	—	—	20	101.90
16b	2508	18	36	28	13	5	—	—	20	127.94
16c	2367	14	13	21	24	28	—	—	20	114.51
16d	2428	13	10	22	31	24	—	—	20	102.24
16e	2402	10	14	19	23	34	—	—	20	81.03
16f	2254	48	30	12	6	4	—	—	20	48.24
16g	2238	23	33	26	12	6	—	—	20	84.25
16h	2161	13	15	25	26	21	—	—	20	71.32
16i	2187	5	11	18	33	33	—	—	20	111.81
16j	2184	11	14	21	20	34	—	—	20	51.91
17a	2524	39	21	11	19	7	3	—	25	277.46
17b	2441	46	19	9	11	3	12	—	25	86.64
17c	2446	29	25	17	20	5	4	—	25	110.88
17d	2451	30	16	13	16	9	16	—	25	140.53
18	2662	76	24	—	—	—	—	—	5	122.81
19	2562	79	21	—	—	—	—	—	10	14.25
20a	2656	80	20	—	—	—	—	—	5	127.25
20b	2649	76	24	—	—	—	—	—	5	183.80
20c	2416	47	22	31	—	—	—	—	10	157.32
21	2644	51	49	—	—	—	—	—	5	78.19
22	2664	75	25	—	—	—	—	—	5	275.36
23	2504	53	47	—	—	—	—	—	5	116.89
24	2567	42	37	21	—	—	—	—	10	107.18
27a	2552	8	42	24	26	—	—	—	15	118.90
27b	2583	14	34	22	30	—	—	—	15	297.21
27c	2512	14	43	23	20	—	—	—	15	107.36
27d	2474	26	48	15	11	—	—	—	15	220.68
27e	2494	18	42	21	19	—	—	—	15	116.29

All χ^2 are significant at 1% level

Continued

ITEM	NO. OF CASES	FREQUENCY DISTRIBUTION (%)							df	χ^2
		1	2	3	4	5	6	7		
28	2217	13	35	32	20	—	—	—	15	221.52
30	2608	13	17	67	2	1	—	—	20	263.05
31a	2590	66	34	—	—	—	—	—	5	129.37
31b	1955	53	26	21	—	—	—	—	5	117.24
31c	2014	60	40	—	—	—	—	—	5	124.21
31d	2051	67	33	—	—	—	—	—	5	93.00
32	2518	60	40	—	—	—	—	—	5	56.28
33a	1902	93	7	—	—	—	—	—	5	45.01
33b	1905	84	16	—	—	—	—	—	5	112.78
33c	1875	77	23	—	—	—	—	—	15	123.55
33d	1844	5	67	19	9	—	—	—	5	39.24
33e	1775	40	60	—	—	—	—	—	15	162.03
33f	1797	5	57	20	18	—	—	—	25	558.03
33g	1711	27	17	3	3	6	44	—	5	369.01
34	1967	61	39	—	—	—	—	—	5	243.12
34a	2598	52	48	—	—	—	—	—	5	425.77
34b	2515	42	58	—	—	—	—	—	5	271.39
34c	1899	39	61	—	—	—	—	—		

TABLE-2

Item No. 9

	P-1	P-2	P-3	P-4	P-5	Doubtful responses	Total No. of responses
School	22%	20%	26%	23%	6%	3% ?	2274
Particular teacher of the school	23%	32%	25%	15%	3%	2%	2438
Private Tutor	20%	38%	22%	13%	5%	2%	2364
Guardian	41%	16%	25%	13%	3%	2%	2404
Others	2%	2%	13%	12%	6%	4% ?	1889

P = Preference

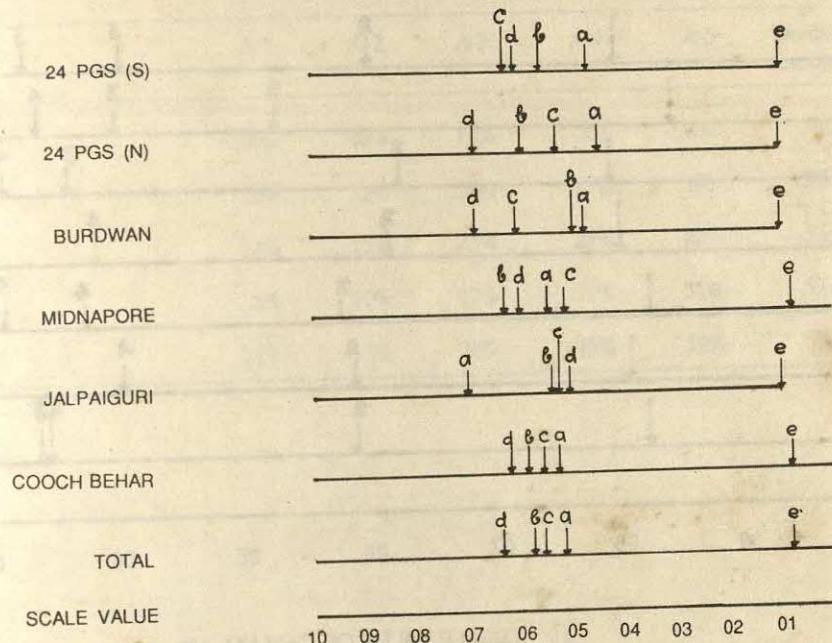
TABLE-3

Item No. 11

	P-1	P-2	P-3	P-4	P-5	P-6	P-7	Doubtful responses	Total No. of responses
English as aid to higher studies	15%	18%	18%	17%	14%	13%	3%	2%	2625
English as link language	37%	17%	15%	12%	9%	6%	1%	2% ?	2635
English as language with social value	17%	14%	18%	19%	15%	13%	3%	2% ?	2606
English as means to a job	17%	27%	16%	11%	10%	12%	3%	3%	2591
English as help to the study of its literature	8%	13%	16%	19%	20%	19%	2%	3%	2614
English as aid to further studies	5%	10%	16%	16%	24%	21%	5%	2%	2616

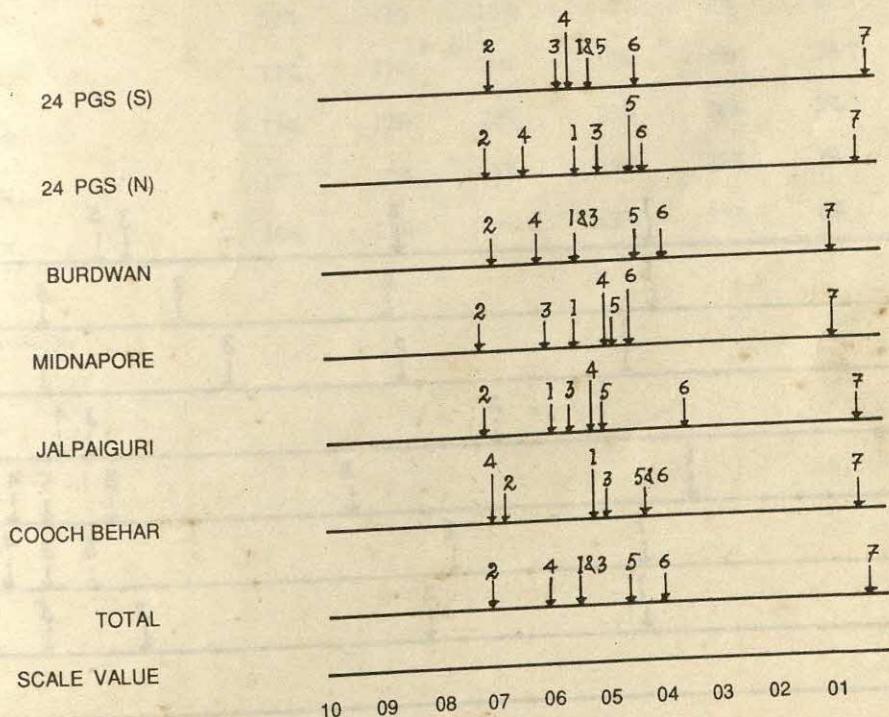
It may kindly be noted that item No. 11g has been considered extra academic and therefore it should not be taken into account.

FIG. 1



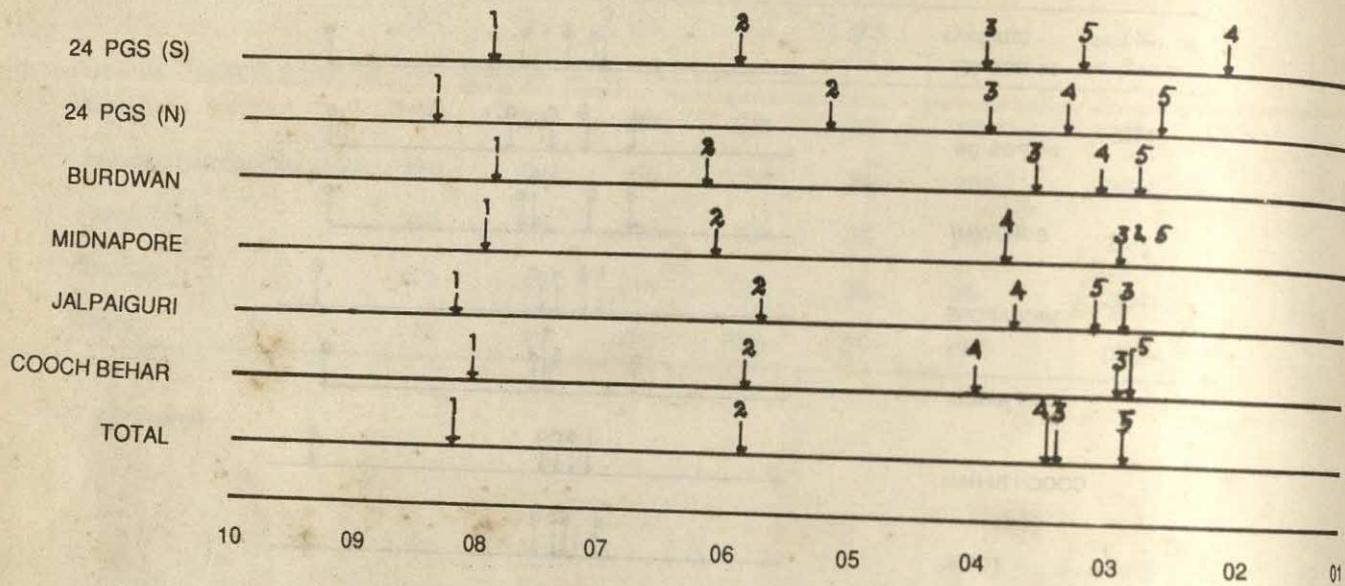
SCALE VALUE OF ITEM NO. 9 IN DIFFERENT DISTRICTS

FIG. 2



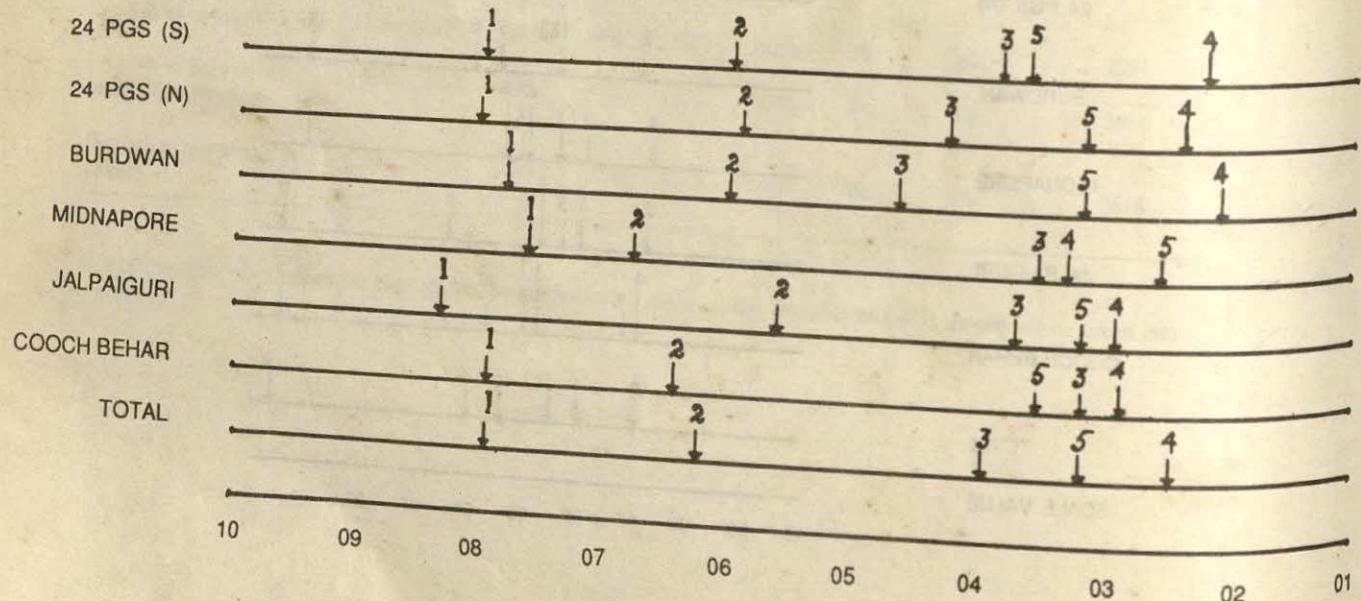
SCALE VALUE OF ITEM NO. 11 IN DIFFERENT DISTRICTS

FIG. 3



SCALE VALUE OF ITEM NO. 16a

FIG. 4



SCALE VALUE OF ITEM NO. 16b

TABLE-4

Item No. 16a

	A-1	A-2	A-3	A-4	A-5	Doubtful responses	Total No. of responses
Reading	46%	28%	12%	6%	4%	5%	2371
Writing	22%	32%	24%	11%	6%	5%	2367
Listening	12%	15%	23%	25%	20%	5%	2295
Speaking	5%	10%	17%	31%	31%	5%	2310
Grammar	11%	13%	20%	19%	32%	5%	2313

A = Ability.

TABLE-5

Item No. 16b

	P-1	P-2	P-3	P-4	P-5	Doubtful responses	Total No. of responses
Reading	52%	27%	10%	4%	4%	2% ?	2593
Writing	17%	35%	28%	12%	5%	2% ?	2588
Listening	13%	12%	20%	23%	28%	3% ?	2476
Speaking	13%	10%	21%	30%	23%	3%	2538
Grammar	10%	13%	18%	22%	33%	4%	2529

P = Preference.

Appendix 6.III

NOTE OF DISSENT

By
GOURI NAG AND SUNANDA SANYAL

In the early 1980's the Government of West Bengal removed English from the primary level but promised to teach it better than ever before at the secondary level. Meanwhile it has done its best to redeem its pledge. The State Government, the Board of Secondary Education, the Institute of English and the British Council in Calcutta should be complimented on their sincere and sustained effort to make the "functional-communicative syllabus", presented through the *Learning English* series of text-books, a success. If the syllabus has not produced the desired results, the reason is not that it suffers from any intrinsic deficiency of its own, but that our English teaching profession is not ready yet to handle it.

Our English teaching policy therefor calls for a thorough revision which should not be limited to the re-drafting of the text-books and teacher's manuals and re-formulation of teaching methodology. Not all problems will go away if, for example, the teacher's manuals are redone in Bengali; for our school teachers of English find the manuals difficult not because they do not understand English but because the methods of teaching prescribed in them are impracticals under the present circumstances. And whatever the method of teaching they find it impossible to achieve any worthwhile learning in so little time. We have, therefore, to think of allocating more time to English teaching.

It is true that to start English in Class V would be in keeping with the recommendations of the Kothari Commission. It is also a fact that Tamil Nadu is the "only major State" that starts English in Class III. However, it is worth noting that the States are not really mandated never to start English earlier than Class V. The Kothari Commission's actual recommendation on the subject is that the stage at which English should be introduced on a compulsory basis as a second language and the period for which it should be taught will depend on local motivation and need, and should be left to the discretion of each State.

So rather than forsake the company of Tamil Nadu because it uses its discretion to go alone, we should ask what it is that makes it do so. After all, the Tamils are justifiably proud of their own distinctive linguistic culture. Cannot the Bengalees be equally proud of their linguistic culture? Do Bengalees, unlike Tamils, lack the motivation for starting English in Class III? And have the Tamils come to learn for using their discretion to begin to learn English in Class III.

(Incidentally, while Bangladeshis deserve more praise than words can express for their excellence in Bengali Studies, they do not consider it *infra dig* to start English at the primary level—exactly in Class III. Why can we not emulate Bangladesh?)

It has bee aptly said that in re-formulating our English teaching policy, care should be taken not to throw the baby away with the bathwater. But surely the *baby* here is the functional-communicative syllabus, and *bathwater*, the no-primary-English policy. It will indeed be an act of folly to give up the functional-communicative syllabus altogether, having spent so much time, money and attention on it. We should instead *pause* and find out how best both the baby and the bathwater can be prepared for each other.

All this is not to say that the Government should not allow experimentation in education. Far otherwise! In a State like ours where the literacy campaign has begun to succeed, resulting in an explosion of the numbers of children at the secondary level, many of whom will eventually be thronging our colleges and universities, the Government should naturally support

patiently planned, rigorously controlled and steady but unhurried experiments in syllabus design and teaching methodology. All experiments however must be congruous with our milieu. And in making experiments, all help, including what may come from foreigners, should be thankfully received. But the feasibility of such help or advice should be carefully tested before deciding to act on it.

The other thing that should be borne in mind is the platitude that the period between the launch of an experiment and its conclusion is the period of transition. Particularly when an experiment is of such magnitude as the functional-communicative syllabus necessitates, it is imperative to ensure, before the experiment is under way, that the future of the children who get caught up in the transition is not wrecked in case the experiment fails. It is mainly for this reason that our State Government should retrace its steps for the time being.

In the circumstances the Government of West Bengal will be well-advised to call off its experiment in English teaching in its present form. Our Commission's recommendations to the Government of West Bengal should be as follows :

In view of the fact that

- I. the success of an English teaching course depends on its quality and duration together, and
- II. quality cannot be substantially improved in the foreseeable future

it is inadvisable to reduce the duration of the course. Therefore,

- (i) English should be taught as a compulsory subject from Class III onwards, and
- (ii) the syllabus to be prescribed for Classes III to VIII should be traditional, and
- (iii) the method of teaching in these Classes should also be traditional, and
- (iv) the syllabi for Classes IX and X should continue to be functional-communicative, and
- (v) according as success is achieved in their transaction, the syllabi for Class VIII downwards should be made functional-communicative again, and
- (vi) when the transaction of all these syllabi succeeds to the satisfaction of all concerned, the time allocation for English teaching may be suitably curtailed, bearing in mind that under some English is taught at the primary level, the children who drop out at that stage will miss it altogether.

It may be noted in this connection that the apprehension that the addition of English to the primary school curriculum will "frighten off" the extremely poor first-generation learnness seems to be misplaced. For hundreds of thousands of such children have been taught English as a subject—and other subjects through the medium of English—for centuries by the Missionaries.

In our view a popular Government should assess the public sentiments before withdrawing from the mass level of education the facilities for the teaching and learning of any traditional subject.

CHAPTER SEVEN

Technical and Vocational Education

7.1 Children are often described as the nation's future. Despite some embodied rhetoric, the statement is substantially true. The way their mind and body are moulded, and avenues of gainful employment opened for them, exercises a significant influence on the process of national economic growth. The educational scene in West Bengal presents a daunting picture precisely on that account. About 1.5 million boys and girls at present occupy the classrooms at what is effectively the final year of primary education, namely, Class IV. For those who have reached the terminal point of class VIII, the number of enrolment shrinks by more than 50 per cent, and is down to roughly 600,000. Comes the end-point of secondary education : the number sitting for the secondary examination further declines to around 400,000. Shift your gaze to the number appearing for the higher secondary examination : it has dipped down approximately to 250,000. Around 60 per cent of this number—or 150,000—enter the degree-awarding colleges, including medical and engineering colleges, and universities which cater to undergraduate courses. Finally, not more than 30,000 find a place in the post-graduate courses of the universities.

The educational pyramid

7.2 This pyramid may, because of the impact of the total literacy campaign and the transformation of environment occurring in the countryside, soon get enlarged in size, but, other things remaining the same, its general shape is likely to remain unaffected. The current estimated population of 1.5 million in Class IV may perhaps rise, in the course of the next few years, to 2 million; the number of pupils at the end-point of Class VIII may rise to 750,000; at the termination of the secondary phase of education the student roll may reach to 500,000; and the number sitting for the higher secondary examination may rise to at least 350,000.

7.3 In the circumstances now obtaining, the authorities can perhaps do little for the huge number of children who drop out of the educational stream between Class IV and Class VIII. A tragedy of centuries cannot be reversed in the course of a decade or two. We have to reconcile ourselves to the reality that more than one-half, perhaps as much as two-thirds, of those attending the terminal year of primary education will be withdrawing from the school system in the course of the subsequent four years. The socio-economic conditions of the families they belong to will ordain this fate : these children will either join their elders in family occupations such as cultivation or some artisan work, or otherwise get lost in the vast, anonymous informal sectors in the economy. As of now, the State, it will be honest to admit, is no position to intervene directly so as to be able to persuade them to continue with school education.

7.4 As indicated above, the wastage through drop-outs does not however quite end at the terminal point of primary education. Close to 250,000 children leave the educational track each year between Classes VIII and X, and, as much as one-half of that number, 125,000, between Classes X and XII. Besides, of the 150,000 or thereabouts who actually join the degree-giving courses in colleges, perhaps one-half need not have been there; their intellectual and mental equipment—or the quality of schooling they have received till then—is such as to make to practically pointless for them to pursue the will-o-'-the-wisp of higher education; they nonetheless gatecrash into the college courses because no alternative openings are available.

Present state of vocational education

7.5 The temptation to suggest that the State's educational planning is full of gaps can be great. But it is, it may be asserted, irrelevant to talk in this context of an educational plan; what has emerged is in accordance with the natural course of a retarded economy. Opportunity for

technical and vocational education for those who lose their way at the terminal points of Class VIII, Class X and Class XII is hardly there. The outcome is not only the blighting of their personal prospects; the State is equally deprived of their potential contribution to the growth of production and productivity in agriculture, industry or such terti activities as trade and communications. The existing efforts to widen the scope of vocational education, the Commission is constrained to remark, are more symbolic than anything else. The brief course on 'work education' in the secondary stage is not taken seriously either by the students or the teachers; its contribution towards disseminating vocational or technical skill among students is marginal, nor does it succeed to any extent in making school children better aware of the dignity of manual labour. The full-fledged course of vocational education, which is designated as an alternative stream at the higher secondary stage, terminating again in a formal examination at the end of two years, has suffered a worse fate. Not even 1 per cent of the close to three hundred thousand students who enrol each year for the higher secondary course deign to opt for the alternative stream of vocational education. The content of the course presumably offers limited assurance of gainful professional opportunities at its termination. There is also the other harsh reality, namely, that successful completion of this course does not entitle one to enter college in the pursuit of a bachelor's degree.

7.6 A number of polytechnics and industrial training institutes of course function in the State, along with other technical institutions such as the College of Textile Technology, Serampore, the Institute of Printing Technology at Jadavpur, etc. The thrust of technical and vocational education is however inordinately weak in relation to the overall requirements in the State, and there is hardly any integrated, coordinated pattern in the way these institutions conduct their activities.

7.7 The organisational set-up that currently exists can be briefly described. The State Government has a Department of Technical Education and Training branching off into two directorates, one for Technical Education, the other for Industrial Training. Twenty-eight polytechnics function under the Directorate of Technical Education, of which twenty-five have been directly established by the State government; the remaining three are 'sponsored' by it. The Directorate has sponsored 19 Junior Training Schools as well. These polytechnics offer two diploma courses, one running for five years and the other for three. Students are admitted to the courses on the basis of joint entrance examinations. In addition, there are 15 community polytechnics, financed through Central funds, attached to the general polytechnics; their object is to encourage skill formation in rural development technology and ensure greater inter-action between the polytechnics and the farming community.

7.8 The Directorate of Industrial Training has under its wing 17 Industrial Training Institutes and one Industrial Training Centre. These institutions provide training in 27 engineering and 9 non-engineering trades. Each district, with the exception of the two 24-Parganas and Bankura, has at least one such Industrial Training Institute; plans are currently on the anvil to establish an ITI in Bankura and another one in Jalpaiguri. Four new Industrial Training Institutes at Calcutta, North 24-Parganas, Burdwan and Siliguri, intended exclusively for women, are also at an advanced stage of planning.

7.9 It is enlightening to look at the data on the number of applicants and the number of students who were finally admitted in the Industrial Training Institutes located in the State in some of the recent years. (See Table 7.1). In each of the years 1988-89, 1989-90 and 1990-91, the intake in the Industrial Training Institutes taken together was more or less frozen at around 4,700; the number of applicants was however in the neighbourhood of one hundred thousand or more, so that, in each of the three years, less than 5 per cent of the applicants could be accommodated. Moreover, more than three-fifths of the applicants in 1988-89 and 1989-90 had passed the secondary education when applying, while in 1990-91 they constituted nearly one-half

of the total applicants. It is therefore a fair assumption that only a small number of applicants who had completed Class VIII education had the opportunity in any of these years to join the course at the Industrial Training Institutes.

TABLE 7.1
Admission to Industrial Training Institutes, West Bengal

Year (1)	Number of Applicants (2)	Number of candidates admitted (3)	(3) as percentage of (2) (4)
1988-89	112,332	4,710	4.2
1989-90	101,328	4,707	4.6
1990-91	97,632	4,701	4.8

Source : Government of West Bengal.

7.10 The story is scarcely any different regarding admission to the polytechnics. The number of applicants each year hovers around 30,000, while the actual capacity of intake in the polytechnics is barely 10 per cent of that number. As much as 85 per cent or more of the applicants have passed the higher secondary education. Since they are naturally given preference, the prospect of admission of applicants who have passed merely the secondary education continues to be dim.

7.11 These facts underline the frustrating state of affairs at present for those who want to branch off, either at the end of Class VIII education or at the completion of the secondary course, and join a technical or vocational training programme. The situation is no better in the case of degree level courses. In 1991, nearly 30,000 applicants sought admission to the B.E./B.Tech. courses in West Bengal; less than 1,500 could get in, because that is all the capacity the State has. In the same year, roughly 25,000 applicants sought entry in the MBBS/BDS course; only 825 could be admitted, that, again, being the limit of capacity.

7.12 The scale of technical and vocational training obviously needs to be increased several times. The other equally daunting problem is that the courses conducted by the polytechnics and the Industrial Training Institutes are way out of alignment with current developments in technology and the nation's needs.

7.13 Close to a million children drop out each year from the school system in West Bengal. In the absence of a sudden qualitative change in the situation, this number is likely to rise sharply in the coming years. A majority of these children will be sucked into the traditional occupation of their respective families. Most of the girls will come to terms with their destiny and become housewives; in addition to performing household chores, they will conceivably also be part-time participants in the family vocation. A fair number of boys forsaking the schools will enter such traditional occupations as agriculture, either as cultivating owner or sharecropper or day labourer, pisciculture, weaving, pottery, masonry, laundering, vending, small-scale business, and so on. Their mass constitutes the country's enormous informal sector where whatever training is imparted to the children is in the family itself or under the guidance of an established and older person engaged in the occupation. Such training is often both of an indifferent quality and far from uniform in standard. It is tempting to think in terms of opening a whole string of training schools to train the young entrants to the informal sector and make them conversant with recent developments in technology in the specific area of activity they have chosen. But, clearly, the State does not have the resources for the present to accept this challenge, and the task has to be left to private initiative. It can only be hoped that the secular advancement in awareness consequent upon the spread of literacy and the impact of democratic

decentralisation in the rural administrative structure are going to release forces which will help to raise the level of skills in the State's vast informal sector. A significant role can be filled here by educational and training programmes sponsored and implemented by the electronic media; a modest investment of imagination while drawing up these programmes can go a long way toward improving their effectiveness.

Cut-off Points

7.14 The State should however step in with concrete arrangements for formal vocational and technical training at the post-Class VIII stage. We are here envisaging three cut-off points for the termination of general education, at the close of Classes VIII, X and XII. With a view to providing the widest range of choices and options, the Commission recommends that that State government sets up a committee of specialists and experts to formulate curricula for courses of the following descriptions : (a) a two-year course for those pursuing education up to Class VIII, (b) a four-year course for the same group of drop-outs, (c) a two-year course for those who pass the secondary examination, (d) a four-year course aimed for the same group, and (e) a two-year course for candidates successful in the higher secondary examination. As is obvious, these courses will be of varying intensity, and should also permit specialisation in different directions. Some of these courses are already part of the current curricula of the polytechnics and the industrial training institutes, but their syllabi will need to be totally overhauled.

7.15 One major reason for the failure of the vocational course in the present system of higher secondary education to take off is the fact that those opting for the course are denied the opportunity to return to the general stream of education after successful completion of the course; they have no scope for higher education in the technical and vocational fields either. This lack of flexibility must not feature in the courses the Commission is proposing. There should be provision for admission, following the successful completion of one course, to a more advanced one. Thus those who pass course (a) should be eligible for admission to courses (c) and (d); those successfully completing courses (b) and (c) should have the right to seek admission to course (e); furthermore, candidates who pass courses (d) and (e) should have the option to apply for admission to a university or an engineering college in the State to study for a bachelor's degree.

The Informal Sector

7.16 The industrial training institutes and polytechnics in the State will already have an infrastructure, including the academic staff, for conducting the courses suggested above. But both types of institutions will have to be considerably strengthened and expanded, new areas of teaching and instruction will have to be introduced, and actual training has to be much more rigorous and systematic than at present. Apart from industrial training of the more conventional kind, there will be need to impart vocational training for a host of occupations not strictly industrial in nature, but which are likely to absorb a significant proportion of new entrants to the labour force very year. Their areas of interest will include agriculture and ancillary operations, horticulture, vegetable cultivation, sericulture, pisciculture, food processing and preservation, processing natural fertilisers, biotechnology including bio-gas generation and utilisation, tailoring, hairdressing, weaving, embroidery, textiles and jute processing, electrical operations, radio and television assembling and repairs, computer and computer programming, foundry work and forging, sheet metal work, operation and maintenance of pumps and other irrigation equipment, carpentry, masonry, plumbing, catering of food and beverage, leather work, poultry and animal husbandry, handling of medical equipment, nursing and midwifery, vector and pest control, etc. While extension programmes aimed at the self-employed may prove adequate in some cases, for several other activities, the industrial training institutes will have to be re-modelled to provide the nucleus of training. Specialised institutions exist in other such

areas as nursing, textile processing, jute technology and so on; their capacity may need to be augmented and the courses offered re-modelled.

Senior Level Courses

7.17 For the relatively senior level courses, the existing polytechnics, already the repository of a substantial stock of skill and experience, should assume the principal responsibility. Here too, though, the facilities will call for substantial expansion and qualitative improvement. A significant proportion of those who successfully complete the courses will aspire to be absorbed in large, medium and small scale sectors of industry, a handful will either plan from the very beginning, or circumstances will compel them, to don the role of small time entrepreneurs. They will have to be imparted not only the necessary technical skills; they must also have a fair acquaintance with the techniques of cost analysis, marketing, packaging, customer and consumer service, labour relations, material management and investment analysis. The curricula must be drafted accordingly.

7.18 It is conceivable that, beyond a point, the polytechnics will be unable to fill the bill, and training at a relatively advanced level will be called for, and new courses started, in areas not considered 'technical' at present but which have a large potential of generating self-employment. Specialised institutions, with courses leading to a certificate or diploma, exist in a few of these areas. There are however major gaps too. While private initiative is already visible in some of these areas, either direct government sponsorship or subsidy from the government may be necessary in one or two specific cases. Supplementary and complementary investments, both in the polytechnics themselves and outside, will therefore be unavoidable.

7.19 There should be no illusion here : the scale of expansion in technical and vocational education we are suggesting is almost ten times the State government's present outlay in this sphere. It will have to set aside funds to cover the additional costs, direct as well as indirect, involved in such expanded activities. Additional direct costs will include the cost of increased enrolment and opening of new disciplines of training, and the outlay on account of qualitative improvements. Additional indirect costs will cover the expenses of training teachers (including training of librarians, laboratory and workshop assistants, craft teachers, etc.) and their continuing education, expanded facilities for the staff, and increased administrative expenses. The stress on qualitative improvements will involve (i) a rise in the staff-student ratio, (ii) an increase in the capacity of buildings and work areas and improvements in existing physical facilities (class-rooms, laboratories, library, workshop, etc.) and (iii) production of textbooks and provision for teaching aids such as audio-visual equipment.

Facilities for Practical Training

7.20 Whether the State government will be able to cover the huge outlay called for, whether some Central subsidies will be desirable as well as available, and whether the institutions, including the polytechnics, will seek endowment funds from non-official quarters are issues which have to be sorted out within the government. The Commission will, in this context, venture to offer two specific suggestions. Irrespective of whether private industry volunteers to offer significant financial assistance to the restructured polytechnics and industrial training institutes, and that too without strings, the State government should persuade the chambers of industry and commerce to provide facilities for practical training for students of these institutions in the establishments they own and control. Such training will raise the level of efficiency of the trainees and widen their range of experience. It may also, at least partially, dispel the built-in prejudice industry has against skilled manpower in this State, and vice versa.

7.21 The Commission's second suggestion will be to urge for a greater involvement of banks and public financial institutions in the work and study programmes of the technical and

vocational institutes in the State. A large section of the trainees will endeavour to earn a livelihood through self-employment; bank credit and institutional finance will be crucial for their advancement and survival. Were some of them to succeed in gaining entry into a professional career in industry, or an agriculture-based processing activity, or a trade or service, they too will have to inter-act continuously with banks and public financial institutions. The Commission will therefore recommend that in the group of experts that may be set up to review and redraw the courses of studies for vocational education and industrial training in the State, there should be representation from banks and financial institutions as well as from industry. Such association will at one end greatly improve the prospects of adequate funding of such courses, and, at the other, help expand the scope for employment and gainful livelihood of those completing the courses.

Data Bank

7.22 The Commission would like to append a further comment. The self-employment schemes a large number of those who pass out of the various vocational and technical courses will have to fall back on will have to depend mostly on locally available physical and natural resources. It is therefore desirable that each Zilla Parishad, in cooperation with the district administration, prepares a data bank on resources locally available in the district. An ancillary suggestion will be that, while preparing the blueprint for physical facilities for such self-employment programmes, encouragement be provided, as far as possible, to local architects, draftsman and junior engineers, and their help is also sought at the time of actual construction. Such gestures will be one way of diffusing employment opportunities all over the State alongside the expansion of educational and training opportunities that takes place.

Art Schools

7.23 Although not quite on par with other kinds of vocational education, training imparted at, for instance, the Government College of Art and Craft and similar other art schools prepare aspiring young men and women for a gainful professional employment. Given the traditional natural bent for fine arts among young people in West Bengal, the courses in these schools too deserve special attention. It is for consideration whether the options suggested in paragraph 7.11 above should not also experimented within the institutions of arts. The facilities in such institutions deserve to be expanded. Given its rich tradition, the Government College of Art and Craft certainly deserves special attention which could ensure its uninterrupted progress.

7.24 A final observation. Renovation, upgradation and expansion of vocational and technical education are no magic words; they will not by themselves ensure employment to those who undergo the improved training. The demand side will be the crucial determinant of employment possibilities. Unless the Indian economy moves into a trajectory of high growth and West Bengal follows suit, the situation will continue to be difficult, if not bleak.

CHAPTER EIGHT

College Education : Facts and Concerns

8.1 There are at present seven State and one Central universities in West Bengal, and, in addition, one agricultural university. The Bengal Engineering College at Sibpore is also currently being considered to be given the status of a 'deemed' university. The number of degree colleges is 312 (excluding training colleges), of which 51 have been established since 1978. Four main categories of colleges could be traditionally distinguished in the State : government, trust, sponsored and private colleges. With the introduction of the pay packet scheme in the late seventies, the distinction between the last two categories has virtually disappeared. Of the colleges established in the course of the post decade, 49 teach pass courses only, either in Arts or Commerce or in both.

8.2 A wide diversity is discernible among the colleges in terms of roll strength, number of wholetime teachers, subjects offered and available infrastructural facilities. Some of the colleges are long established, well-equipped and have a substantial roll of students. At the opposite end are quite a few colleges, some old and some new, with a small number of students, a modest teaching staff and limited infrastructural facilities. In between these two extremes are a wide range of colleges featured by varying degrees of strength and weakness. The district and block-wise distribution of colleges can be seen in Appendix 8.I

8.3 The academic credentials of the colleges also vary a great deal, and this does not necessarily bear any correlation with their size. But the conditions are not static; many colleges which enjoyed a high scholastic reputation in the past have since undergone a decline. Barring a handful which offer only Honours courses, the vast majority of the colleges offer primarily pass courses, the teaching of the Honours course being confined to a limited number of subjects. Even in established colleges offering Honours teaching in a wide number of subjects, pass course students predominate. The number of examinees appearing at the Part-I and pass course examination held by the University of Calcutta bear testimony to this fact.

8.4 A watershed in the history of the undergraduate colleges in West Bengal is the adoption of the pay packet scheme in 1979. While this arrangements has given a welcome security to the teaching and non-teaching staff on non-government colleges, it has also created an anomalous situation by removing the basic difference between different types of colleges, which nonetheless continue to exist as separate categories. The distinction that formally used to be made particularly between non-government and sponsored colleges is now without any worthwhile rationale, since the staff of both currently enjoy the security of pay protection: both categories of colleges are under private management; yet the 'sponsored' ones continue to be entitled to a number of special facilities. The most glaring instance of such anomaly is that while 'sponsored' colleges are allowed to retain in full their income from fees, non-government colleges have to surrender 50 per cent of their income to the State government.

8.5 Despite the considerable diversity as regards size, academic reputation and resources position, certain problems are common to all or most colleges. These can be broadly summarised as (a) a centrally determined, largely non-flexible structure of syllabi and curricula, (b) an archaic examination system and (c) an overwhelmingly examination-oriented pattern of teaching. The other knotty issues include the shortage of resources and the existence of a number of colleges with little potential for turning viable. The paragraphs below discuss some of these issues.

8.6 The Commission for Planning of Higher Education (the Bhabatosh Datta Commission) had described colleges with a student strength of 100 or less as non-viable. The University Grants Commission does not recommend financial assistance to colleges where the

number of students is less than 250. If this latter yardstick is applied, close to one-tenth of the colleges in West Bengal—or perhaps more—are non-viable.

8.7 The fact of such non-viability basically stems from unplanned growth, and the establishment of institutions on considerations other than academic. The Bhabatosh Datta Commission had laid down a number of criteria for setting up new colleges. One criterion was that normally the minimum distance between an existing college and a new one proposed to be established should be at least 30 kilometres. The density of population in the 'catchment area' was another criterion suggested. The number of feeder schools the students of which do not have easy access to the existing college can be put down as a further criterion; there should be, it may be suggested, at least three feeder schools near a college to ensure its viability, making allowance for the fact that some students will drop out and some will be in a position to move to distant well-established colleges. This additional criterion suggested may not justify the establishment of a new college even where the distance criterion is satisfied, and vice versa. Several of the newly established colleges as well as some of the ones established earlier are unlikely to satisfy either of these criteria, or both.

8.8 The Commission is not unaware of the forces of populism at work and the pressures that are brought to bear on the authorities to allow the opening of colleges. There is at the same time the fact that because of unplanned growth of educational institutions, some regions of the State have remained academically very under-developed or totally undeveloped. Given the financial constraints hemming it in, the State government will have little alternative but to adopt a restrictive approach for some while from now on. The Commission would recommend that the emphasis at this stage should be on consolidation and improvement of the existing colleges before any further expansion in their number is allowed to take place. A new college should be set up only if it is absolutely essential for academic reasons and the criteria referred to above are satisfied. The plans for consolidation and improvement should be carefully gone into in the case of each college. In some instance it may transpire that the basic criteria are fulfilled and yet a college is not viable because teaching is confined to a few traditional subjects at the pass level; a college near-by may at the same time be bursting at the seams. The policy of improvement in the case of such a college should be to grant affiliation in subjects for which a strong local demand exists, to open Honours courses in some subjects, and assure it of adequate infrastructural facilities. In some cases it may be advisable to merge the college with another one near-by. The transfer of all staff and equipment from one college to another which this suggestion implies could of course pose problems. One way out of the dilemma would be to introduce the concept of 'cluster', with teachers, while formally belonging to one of the colleges, taking their turn to teach in the other colleges too in their subjects of specialisation. A third alternative is to convert a college which is clearly non-viable into a higher secondary unit and amalgamate a neighbouring school with it. There are of course many pockets even now where a demand of some magnitude exists for higher education, but overall considerations do not still justify the establishment of a new college. In all these cases, the principle should be to expand the existing colleges and create or add to hostel facilities. Expansion should assume the form of increasing capacity of intake in existing subjects and adding new departments within the limits of available resources. A shift system should however be avoided as far as possible as it tends to turn a college into an academic factory.

8.9 While such should be the general scheme of things, certain deviations from it may be called for in the case of regions which had been treated altogether unfairly in the past and is, as a result, academically most under-developed. For such areas, the criteria may be modified in the following manner: (a) there are at least three feeder schools in the neighbourhood, and (b) there is a possibility of a student strength of at least 100 to begin with, with the prospect of steady growth in this number in the course of the next five years.

8.10 There is, in the recent period, widespread complaint of deteriorating standards in college education. The results of the sample survey for colleges sponsored by the Commission, the details of which are to be found in Appendix 8.II, suggest that a majority of college principals themselves subscribed to this view. Much of the problem lies with the inherited system of courses and curricula. The majority of our universities follow more or less the same pattern of curriculum planning laid down in the early stages of university education. The pattern consists of a rigidly framed syllabus for each subject, which affiliated undergraduate colleges try to teach mechanically. The format of examinations, featured mostly by subjective essay-type questions, has also remained unchanged over the past few decades.

8.11 At the best of times, such a system tends to make teaching examination-oriented. With the enormous growth in the number of students, the whole process has been rendered mechanistic, leaving no room for experimentation, and offering little opportunity to the students to assimilate what they are taught. Thus, as in the case of secondary and higher secondary education, higher education too has been reduced to a system of acquisition of certain types of information of a limited range and an imperfect testing of this acquisition.

8.12 It is necessary to change this situation. A short-run measure toward that end will be to remove the higher secondary course from the colleges wherever it exists. This is imperatively called for, as has been explained in Chapter Five, for the sake of rationalising higher secondary education. It is however equally called for in order to improve the state of affairs in undergraduate colleges. Due to over-all shortage of teaching staff and limited infrastructural facilities, just as teaching in the higher secondary classes suffers in such colleges, less attention than is deserving is given to degree classes too. Higher secondary education is free, and the grant provided by the government cannot adequately cover the additional expenditure incurred because of the higher secondary courses. This in its turn adversely affects facilities, including library and laboratory facilities, available for students in the undergraduate classes.

8.13 The introduction of a genuinely flexible and imaginative curriculum, responsive to contemporary realities, requires the fulfilment of a number of preconditions which may be possible only in the long run. Certain specific improvements, however, are achievable within a short time, for instance, the recasting of the syllabi of pass subjects. At present pass course students have to take three elective subjects in addition to a language paper, and have to appear at the final examination at the termination of two years. Honours course students have to take up two pass subjects as subsidiary papers and, in addition, one language paper. The examination of Honours course students is in two parts. Part I is scheduled at the end of two years of study and consists of examination in four Honours papers, papers of the two pass subjects and the language paper; Part II covers the remaining four Honours papers and is held at the end of the third year of study. An Honours student has a fairly wide range of choice of pass subjects, particularly in a big and established college. However, the range of choice is often erratic, the pass subjects are neither related to the Honours subject, nor do they lead to an interdisciplinary approach. As a short-run measure, the Commission would recommend that a committee of experts be entrusted with the task of dividing the pass syllabi into appropriate near-homogeneous modules. A group or alternative groups of such modules should be linked with each Honours subject. This would, in the Commission's view, lead to a thorough understanding on the part of students of the course content of the Honours subject and also prepare the ground for future inter-disciplinary studies.

8.14 The new arrangement would call for the preparation of a detailed calendar for pass course classes and teachers must follow this calendar scrupulously, as otherwise Honours course students might miss attending classes of the modules chosen by them. Such an approach, it is hoped, would lead to more disciplined teaching in pass classes and perhaps prepare the ground for the introduction of a semester system in the long run.

8.15 The problem with the pass courses is somewhat more complicated. A huge number of students pursue these courses, but the academic content of what is taught is thin and the job opportunities for those who obtain a pass course bachelor's degree are extremely limited. Many educationists are thus firmly of the view that the pass course degree is a waste of resources in all respects. Nevertheless, a pure pass course degree fulfils a psychological need of a large number of students and provides the minimum academic qualification for certain categories of employment. For example, it is a basic requirement for appointment as secondary school teachers, and could well soon be the minimum qualification required for teaching in primary schools too. The large-scale expansion in primary and secondary education is going to create an intense demand for more and more primary, secondary and higher secondary schools. A considerable number of pass graduates will therefore be needed for some of the schools. Removal of the pass course is therefore impracticable in the short run.

8.16 There is however an emergent need to make the pass course more meaningful by rationalising the choice of the three subjects a student has to offer. One suggestion is to introduce in the pass course a number of practical and socially relevant subjects such as public health, literacy, environmental studies, etc. The relevance of such courses has gone up in the recent period for obvious reasons. Such courses should be in the nature of 'awareness courses', and should be accompanied by practical or field work. Each student may be required to take up one of these subjects along with two purely theoretical ones. Honours students may also be permitted to take up one of these courses as a subsidiary subject.

8.17 It should be possible to introduce such relatively modern courses as computer science, environmental studies, women's studies, study of theatre and films, etc., side by side with traditional subjects. Measures toward this direction are likely to make the pass degree courses more attractive for the job market.

8.18 These short-term changes in curricula and syllabi may be experimented with. The constraints of the examination schedule and the lack of an adequate number of class rooms which puts a bind on the college time-table however prevent for the present any wide-ranging experimentation aimed at flexibility of subject combinations and also retard an inter-disciplinary approach.

8.19 It is for consideration whether to achieve, at least partly, the kind of flexibility we have in mind, the decision to arrange Honours and Pass subjects into suitable modules should not be followed up, in the course of time, by the introduction of the semester system. This could allow scope both for innovative combinations of subjects as well as for an interdisciplinary approach. Students might then not only have a wider range of subjects to choose from, but also be able to pursue their studies at their own chosen pace. It might then even be possible, in case there is a break in their studies, for them to come back and resume where they had left off. Most important of all, it might enable the system to move away from the existing examination-oriented mode of teaching and learning. Emphasis would then shift to comprehension and independent thinking. Assessment could be primarily based on individual assignments for each student; the whole curricular structure would be made flexible and capable of continuous improvement and updating.

8.20 True, introduction of the semester system would hinge upon the fulfilment of certain preconditions. First, it would involve a major improvement in the teacher-student ratio, which means either an increase in the teaching strength or a reduction in the number of students. Second, since the existing distinction between Pass and Honours courses would cease to have any relevance, the vast numbers who now fill the pass classes would conceivably be crowded

out. Third, there would have to be decentralisation, to a considerable extent, of the examination system, with the colleges themselves being the focal point of evaluation of performance by students.

8.21. To take up the last point first. A semester system, allowing for maximum flexibility in the choice of subjects, cannot be run effectively by an affiliating type of centralised university. Apart from the fact that the role of public examinations would be minimised under this system, the centralised planning of curriculum too would have to be phased out. Ultimately, each college would in effect be an autonomous entity. In the period of transition, a number of neighbouring colleges could be grouped together to ensure the required flexibility. The framing of curricula and preparing an academic calendar as also the examination schedule would need to be appropriately decentralised, with only monitoring remaining as the residual duty of the university authorities. However, at least initially, the degrees would have to be awarded by the affiliating university, which would accord accreditation to the curriculum structure followed by each cluster.

8.22 Satisfying the first precondition would pose even more formidable difficulty. Either the number of teachers must be substantially increased, or the enrolment of students at the undergraduate level be allowed to fall. The resource crunch would stand in the way of augmenting the number of teachers. The siphoning away of undergraduate students would depend upon opening up of alternative opportunities for those young people who currently flock to colleges simply because they have nothing else to do. This presupposes a demand-based and market-oriented format of vocational and technical training for students completing the secondary or the higher secondary course. The possibilities along this direction have been discussed at some length in Chapter Seven. The problems likely to be encountered in initiating major structural changes in college education once more emphasise the close interdependence between different branches of education. The Commission is under no illusion; the reforms contemplated in the sphere of undergraduate curriculum could be undertaken only over a period of time. For the immediate period, it would be necessary to fall back on the short-run measures suggested above.

8.23 A complete unanimity of view has been expressed before the Commission regarding the irrationality of the present form of language teaching included in the undergraduate curriculum epitomised in the oddity of a 'compulsory additional' subject. While language teaching should be most effectively done at the school stage, and a wide knowledge of literature is not essential for all students at the degree level, it is important that, even at this level, students are instructed on the modality of using a language to facilitate articulation of thoughts and ideas. The Commission would recommend that the language paper be made compulsory and taught with the help of prescribed texts.

8.24 Any restructuring of the syllabi for the degree courses, if it is to be worthwhile, will require the regular presence of the teaching faculty in the colleges, not necessarily only for taking classes but additionally for helping and guiding the students as and when needed. The number of working days in the colleges must also be increased.

8.25 In government and aided colleges the prescribed number of minimum working days as of now is 198. The universities usually prescribe at least 180 working days per year; actual teaching days however tend to vary between 125 and 140. This phenomenon of withering academic days is fast emerging as a national problem. The large gap between the prescribed and the actual working days is caused by several factors. During the summer recess, the colleges

are technically open but no classes are held. Again, during the higher secondary and B.A./B.Sc./B.Com. examinations, which taken together use up more than 60 working days, the colleges are formally open but no classes can be held because the class rooms are used for holding the examinations. College buildings are also used for a variety of other purposes, such as as polling centres during elections or relief shelters for flood victims. Naturally, academic activity comes to a half on such occasions. In addition, there is stoppage of work because of strikes, demonstrations, the demise of eminent public persons, etc. Due to the prevalent practice of teachers taking one or two days off per week, the total number of effective teaching days for an individual teacher comes down to within the range of 100 to 120, which is woefully inadequate even for coping with the present syllabus and mode of teaching. This factor also explains why tutorial classes are held regularly in so few colleges.

8.26 This dispensation must change. The Commission would recommend that the universities prescribe explicitly the minimum number of teaching days/class days as distinct from nominal working days, and rules are formulated so that college and university teachers are enjoined to be present for the stipulated number of days. The guidelinr issued by the University Grants Commission may be pursued in this regard. A drastic reduction in vacation time and holidays is clearly called for, as also an abridgement of summer and autumn recesses.

8.27 Loss of teaching days occurs in other ways too. Teachers nowadays participate in much larger numbers than in the past in seminars, workshops, etc. This is by and large a healthy development, but inevitably leads to a loss of instruction time. It is also an undisputed fact that a significant number of teachers are actively associated with the work of political and mass organisations, and therefore have often to be absent from teaching. Some measures are necessary to get over this problem. For example, if a teacher is elected as a people's representative to the State legislature or Parliament, and has to absent himself or herself from the college during sessions, a substitute may be appointed, on a contractual arrangement, from a list of panelled teachers maintained by the College Service Commission.

8.28 What we are discussing is in effect an aspect of social accountability. A number of factors, including the legislation of the Service Security Act and the predominance of teachers on the governing bodies of colleges have created a situation where teachers are virtually not answerable to anyone. Associations of teachers who have deposited before the Commission have themselves drawn attention to the aggravated problems of irregular taking of classes, perfunctory examination of answer-scripts of public examinations, refusal to accept examinership or invigilation work, etc., on the part of many teachers. This situation is not acceptable, and the ethical climate governing education has to be uplifted. The State government has been most receptive to the demands of teachers at all levels concerning emoluments and retirement and other benefits. It should therefore be on strong moral grounds if it were to introduce with immediate effect a system of assessment of teachers as a first step toward restoring accountability. Three types of assessment may be initially considered. First, a regular self-assessment, preferably twice a year, by each teacher indicating classes taken, courses covered and research activities and private studies undertaken by the teacher during the relevant period. Second, an assessment by the college principal, in the form of annual reports, on the performance of the teacher. These two assessments should be graded and count toward a teacher's promotion. A third possible suggestion is for an assessment of the teacher's performance by the students on a number of specific points; the format of this assessment may vary from college to college, and the views of the teachers' council may be sought before finalising it. But the principle of assessment by the students in some form has to be accepted.

8.29 The idea behind this suggestion is not to promote an ambience of mistrust and alienation, but to bring home the point that financial and job security should be accompanied by accountability to the community at large. The State government will be well within its rights to formulate a detailed scheme of promotions and increments in salary related to the three assessment ratings mentioned above. This may be done in consultation with the universities, the college principals as well as various teachers' organisations. Safeguards will have to be built into the scheme to reduce the scope of biased or otherwise erroneous assessments. The task is difficult, but should nonetheless be undertaken so that good teaching is rewarded, while habitual negligence of academic obligations is suitably dealt with.

8.30 In the sample survey sponsored by the Commission, a majority of the principals who were approached were of the view that standards of teaching have declined markedly in recent years. (Appendix 8.II) Teachers were held to be primarily responsible for this, even though students and parents were not wholly absolved of their share of the responsibility. A number of other factors, such as the unwieldy size of classes, and deficiencies in the examination system, were also apportioned part of the blame. It is certainly beyond dispute that excellence in teaching can contribute a great deal to preserve academic standards even in an otherwise unfavourable milieu. The quality of teaching depends partly on the knowledge and instruction skills of the teachers and partly on his motivation. Knowledge and skills are capable of improvement through training and refresher courses. The staff training colleges sponsored by the University Grants Commission have started working in this direction. Unfortunately, in West Bengal, these are still more in the nature of orientation courses. It is however erroneous to assume that only school teachers need specialised training; provided the training programme is framed carefully, such training should be equally beneficial to college teachers. The training course should lay emphasis not so much on pedagogy as on techniques by which the subject taught can be made interesting and easily comprehensible to students. Teaching demonstrations by reputed teachers in different subjects may be included in the programme.

8.31 The Commission is keen that the strength in staff training colleges is commensurate with requirements and courses in such colleges are appropriately formulated. A freshly appointed teacher, on completion of one year of teaching, should be deputed to such a college to undergo training of six months' duration. Such training courses should preferably be scheduled from January to June, since a part of this period is in any case covered by the summer recess, and the residual stretch mostly consists of the so-called slack season. The work-load during this season being comparatively less, the rest of the teachers in the department concerned should be in a position to distribute among themselves the teaching load and examination duties of the teacher joining the training programme. If guidelines are suitably framed along these lines, the loss of instruction time for the students would be minimized, and the long-run gains would outweigh any temporary losses that might occur.

8.32 The initial training course should be followed up, after an interval of years, by refresher courses of at least two months' duration. All college teachers should join such refresher courses at regular intervals of five years. Such courses should be scheduled to coincide, as far as possible, with vacations. Organising such courses should be indicated as one of the major functions of universities.

8.33 Seminars, workshops and orientation courses should be organised to supplement refresher courses. Experience however indicates that many of such seminars and workshops are of limited and transitory value. The greatest reliance has therefore to be on carefully thought out refresher programmes. Some additional suggestions in regard to training of teachers is to be found in Chapter Thirteen.

8.34 The UGC pay-scales introduced in 1986 have given a great deal of emphasis on a teacher's proficiency in research. A solid piece of research or a good paper based on intensive study/field work/experiment no doubt deepens the teacher's intellectual capacity, gives a new depth to his or her understanding of the subject and thereby contributes to the improvement of the quality of teaching. Such research cannot however be produced on a mass scale. By linking promotion to research in the UGC scheme, much impetus has been provided to certain types of activities, but whether what currently passes in the name of research has any enduring positive effect on the quality of teaching is, in the view of the Commission, open to question. A major criterion for judging the quality of research is publication of research papers in journals of distinction. It may be suggested that, in consultation with the universities, a comprehensive list of approved journals be prepared for different subjects; otherwise, publication of papers in any so-called journal of research might create difficulty in evaluation.

8.35 There are, at the other end of the spectrum, many excellent teachers, very well versed and updated in their subjects, who have never undertaken a single piece of research. The Commission would therefore suggest that personal studies, as distinct from formal research, should be given as much importance as research work. Each teacher should, in his self-assessment report, provide details of the studies in private he or she has undertaken in addition to, or in lieu of, research work.

8.36 One pre-condition for such private studies is the existence of a good library within convenient reach of teachers. Each college, there is no question, should have an extensive library of its own. To bring this condition about will however call for deployment of resources of such a magnitude on the part of the State government that the goal can be achieved only with difficulty. The problem is discussed separately in Chapter Twelve.

8.37 We have elsewhere in this Report dealt with the socially corrosive problem of private tuition. A restructuring of the syllabi and reforms in examinations will reduce the demand for private coaching. But this very prospect could increase the pressure against such reforms. Organisations of teachers and students will, it is hoped, mobilise public opinion against this social evil, and lend support to the statutory and other measures of reform the universities and the government may contemplate in this sphere.

8.38 The Commission considers this the appropriate place to append a few observations on the administrative structure of the colleges. The government colleges function under two authorities: the university and the government. Although there is a nominated governing body, it has a very limited role. The Public Service Commission concerns itself with the selection of academic posts; otherwise it has nothing to do with the administration of individual colleges. Non-government colleges, in contrast, work under four authorities: the governing body, the university, the government and the College Service Commission. The first is the administrative authority, the second is the authority on academic matters, the third controls the finances, and the fourth the selection and posting of teachers.

8.39 In real life such clear-cut divisions do not exist and there is an overlapping of functions. As an illustration, we may consider the case where a college seeks permission to introduce a new subject in its course of studies. It initially has to apply to the State government for clearance and sanction of funds. The government makes arrangements to inspect the college to find out whether the necessary facilities are available and it is run along administratively sound lines. It thus strays into fields which belong to both the university and the governing body. Similarly, when the university inspects a college, the area of investigation covers practically all aspects, teaching, financial soundness and the administrative set-up. Examples can be multiplied. Such overlapping of authority often leads to controversy and administrative confusion. The government provides pay and pension; while doing so, it inevitably lays down

certain conditions of service, and yet such conditions are supposed to be determined, according to statute, by the university to which the college is affiliated.

8.40 It is another aspect of this anomalous situation that the pay packet arrangements and the Service Security Act provide certain benefits to college teachers without insistence of any corresponding obligations on their part. Even though the university is the ultimate academic authority and the government the ultimate financial authority, in the absence of specific service conduct rules, neither has any control over the conduct of an individual teacher who is answerable only to the governing body. The least that needs to be done is the formulation, as early as possible, of service conduct rules for all categories of teachers including college teachers.

8.41 It is essential that greater interaction occurs between the affiliating colleges and the universities. Apart from occasional meetings between the Minister-in-Charge of Higher Education and the Vice-Chancellors of the State universities, there is practically no forum for effecting coordination among the State universities, or between the universities and the colleges affiliated to them. Two suggestions may be considered : (a) The vice-chancellors of the eight universities — and conceivably of Visva Bharati as well—could give a formal corpus to their periodic meetings, so that cooperation between the universities is institutionalised, and (b) The formation of a State Council for Higher Education, consisting of representatives of the universities, the State government, the University Grants Commission, college principals and some eminent educationists. Elsewhere in this Report, the Commission has suggested the constitution of a Standing committee of Vice-Chancellors of State Universities. A further suggestion has been for the formation of a State Council of Undergraduate Education. Perhaps these two bodies should be able to oversee the details of cooperation necessary at different points of time. The proposal for a State Council for Higher Education may therefore be kept in abeyance.

8.42 However, such coordination at the top will be of only limited value if another glaring lacuna in administration is not taken care of. Neither the universities nor the government's education directorate have sufficient staff to inspect the colleges on a regular basis and initiate immediate measures in case lapses and deficiencies come to light.

8.43 It is time that the existing acts and statutes governing the administration of college is reviewed and modified so as to demarcate clearly areas of responsibility of the different authorities and to suggest a modality for resolving jurisdictional disputes whenever these arise.

8.44 The composition of the governing body of the affiliated colleges should also be reviewed from time to time. While it is important that the academic community has a large say in the functioning of the governing body, college teachers should not constitute a majority in its composition, as that is likely to impart a bias in its decisions. The statutes should be so modified that the chairman of a college governing body may invariably be an eminent educationist, preferably resident in the area where the college is located.

8.45 The inspectorates in both the universities and the education directorate of the State government are at present extremely under-staffed. They should be strengthened to enable them to undertake regular inspection and ensure the adoption of adequate measures against lapses, failings and irregularities. It would also be helpful if a special division be set up in the education directorate to deal exclusively with university matters.

8.46 An appraisal of the functioning of the government colleges is called for. There are at present seventeen government colleges situated in different parts of the State: some are very old, established even before the University of Calcutta was founded. Most of them were initially set up by private individuals but subsequently taken over by the government. Others, for example, the Lady Brabourne College, were established at the government's own initiative.

8.47 In the past, the government colleges enjoyed a somewhat special position. The pay-scale was far better than in private colleges, and marginally better than in the universities. Job security and higher social status attached to government service apart, the higher scales of emoluments attracted the best talents. Library and laboratory facilities too were far better than in most private colleges. These factors in their turn attracted the best students and the government colleges indeed became centres of excellence.

8.48 The picture is now transformed. Pay-scales have been equalised at all levels between government and non-government colleges, but the conditions of service for government college teachers are far more stringent. Leave rules are less liberal, and there is a system of transfer, which constraint does not apply to non-government college teachers. The attraction of government college service has thus declined; this has been accompanied by a gradual erosion of academic standards as well as discipline in these colleges.

8.49 In the circumstances, questions have been asked about the relevance of prolonging the existence of government colleges. Attention has however also been sought to be drawn to the long tradition and the relatively well-equipped libraries, laboratories and other infrastructural facilities these colleges possess. It is by no means against the spirit of democracy to nurture and sustain centres of academic excellence. The government colleges which take pride in their tradition are appropriately placed to provide facilities of the kind which could nurture and foster merit. It would therefore be more constructive to think in terms of rejuvenating these colleges.

8.50 The first essential step is to remove the glaring difference between the conditions of service, such as leave rules, etc., between government and non-government college teachers. It is true that, as public employees, government college teachers are subject to certain basic service conditions as in the case of other government servants, and queries may be raised if they are treated differently from other public servants. This is however not an insuperable problem and can be resolved through suitable statutory amendments.

8.51 The policy of transfers too deserves to be rationalised with immediate effect. This can be done even without any change in the existing rules of service. Upto the 1960's, transfers of government college teachers were occasional and selective, even though the authorities had always the right to enforce a transfer. The exercise of this right was done judiciously, since the job requirements for a teacher, it was held, are totally different from those for an administrative officer. One important prerequisite of effective teaching is a sense of involvement. A mechanical transfer policy, as practised at present, cuts at the very root of teacher-student relationship, and breeds discontent and apathy at both ends. It also disrupts any programme of research or private study a teacher might have undertaken, because suitable library and laboratory facilities are not necessarily available where he or she has been transferred. Besides, of late the policy of transfers has been put to work in a somewhat whimsical manner; there are, according to reports, instances of a considerable number of teachers who have not been transferred out of Calcutta colleges for years together, and other teachers who have spent their entire working life in the same college, while, at the other end, another group of teachers have been subjected to frequent transfers. Such a discriminatory policy obviously does not serve the purported purpose of equalising opportunities, and instead creates ill will and animosity. The very prospect of transfer is inducing many gifted teachers to leave government service. Posting in a college away from Calcutta but within a commutable distance is proving equally counter-productive. Teachers attempt to perform their duties by travelling from Calcutta. As a consequence, a lot of time is wasted on commuting, and students in the district colleges do not receive the benefits they were expected to receive from such enforced transfers of teachers.

8.52 The best solution would seem to be college-wise recruitment, with the government reserving the right to transfer any teacher, in exceptional circumstances, in the public interest or in the interest of the teacher concerned. The precedent exists for recruitment of staff for a

particular institution, and the practice could be widened. If this is not possible for some technical reasons, a newly recruited teacher joining a government college may be provided with an assurance that he or she would not be disturbed for a period of years, and residential quarters should be provided, to the extent possible, to him or her. The same principle should apply, as far as possible, for teachers holding permanent tenures. It has however to be borne in mind that the vast majority of colleges are non-government, and the transfer policy is not applicable to them. Unless, this anomaly is removed, the discontent of government college teachers will persist. If the conditions of service, including conditions of transfer, cannot be equalised for government and non-government college teachers in the foreseeable future, it would be less than fair to insist that only teachers of government colleges should be subject to transfer.

8.53 The authorities, the Commission hopes, will give some attention to the problems of the Darjeeling Government College. Many faculty positions have remained vacant for a number of years, and there is a dearth of teachers who can lecture effectively in either Nepali or English, particularly in Nepali. The College carries, large roll of students; ineffective and inadequate teaching contributes to the accumulation of discontent which has the potential of spilling over in different directions. The Public Service Commission may examine the matter and consider appointment of teachers exclusively for the Darjeeling Government College keeping in mind its particular problems. There are also special problems afflicting the Acharyya Brajendra Nath Seal College at Cooch Behar and the Jhargram Raj College. These also may be looked into by the authorities concerned.

Appendix 8.I

District and Block/Municipality wise Distribution of Colleges in West Bengal
1. Private, Sponsored and Trust-run Colleges

	CALCUTTA	Block/Municipality
1.	Ananda Mohan College,	Calcutta Municipal Corporation
2.	Asutosh College	-do-
3.	Bangabasi College	-do-
4.	Bangabasi Evening College	-do-
5.	Bangabasi Morning College	-do-
6.	Bangabasi College of Commerce	-do-
7.	Basanti Devi College	-do-
8.	Bhowanipur Education Society College	-do-
9.	Birla College of Science and Education	-do-
10.	Calcutta Girls' College	-do-
11.	Charu Chandra College	-do-
12.	Charu Chandra Evening College	-do-
13.	Chittaranjan College	-do-
14.	City College	-do-
15.	City College of Commerce and Business Administration	-do-
16.	Deshbandhu College for Girls	-do-
17.	Gokhale Memorial Girls' College	-do-
18.	Gurudas College of Commerce	-do-
19.	Gurudas College	-do-
20.	Heramba Chandra College	-do-
21.	Jawahari Devi Birla Instt. of Home Science	-do-
22.	Jogmaya Devi College	-do-
23.	Jogesh Ch. Chowdhury College	-do-
24.	Khudiram Bose Central College	-do-
25.	Kidderpore College for Girls	-do-
26.	Loreto College	-do-
27.	Maharaja Manindra Chandrz College	-do-
28.	Maharaja Shish Chandra College	-do-
29.	Maharani Kashiswari College	-do-
30.	Muralidhar Girls' College	-do-
31.	Netajinagar College	-do-
32.	Netajinagar Morning College	-do-
33.	Netajinagar Morning College	-do-
34.	New Alipur College	-do-
35.	Prafulla Chandra College	-do-
36.	Rammohan College	-do-
37.	Rani Birla Girls' College	-do-

Block/Municipality

38. Sabitri Girls' College	-do-
39. Scottish Church College	-do-
40. Seth Anandram Jaipuria College	-do-
41. Seth Soorajmal Jalan Girls' College	-do-
42. Sivnath Sastri College	-do-
43. South Calcutta Girls' College	-do-
44. Sri Shikshayatan College	-do-
45. St. Paul's C.M. College	-do-
46. St. Xavier's College	-do-
47. Surendranath College	-do-
48. Surendranath College for Women	-do-
49. Surendranath Evening College	-do-
50. Shyamaprasad College	-do-
51. Umesh Chandra College	-do-
52. Victoria Institution	-do-
53. Vidyasagar College for Women	-do-
54. Vidyasagar Evening College	-do-
55. Vidyasagar College	-do-
56. Viharilal College of Home and Social Sciences	-do-
57. Vijoygarh Jyotish Roy College	-do-
58. Women's Christian College	-do-
59. Women's College	-do-
60. Bengal Music College	-do-
61. Indian College of Art and Draftsmanship	-do-

South Dum Dum Municipality

24-PARGANAS (NORTH)

62. Acharya Prafulla Chandra College	New Barrackpore Municipality
63. Acharya Prafulla Chandra College of Commerce	-do-
64. Barrackpore Rashtraguru Surendranath College	Barrackpore Cantonment
65. Barasat Evening College	Barasat Municipality
66. Basirhat College	Barasat Municipality
67. Bhairab Ganguli College	Kamarhati Municipality
68. Bonhooghly College of Commerce	Baranagar Municipality
69. Brahamananda Keshab Chandra College	Kamarhati Municipality
70. Dinabandhu Mahavidyalaya	Bongaon Municipality
71. Dum Dum Motijhil College	Dum Dum Municipality
72. Dum Dum Motijhil Evening College of Commerce	-do-
73. Gobardanga Hindu College	Gobardanga Municipality
74. Hiralal Mazumder Memorial College for Women	Kamarhati Municipality
75. Kanchrapara College	Kanchrapara Municipality

Block/Municipality

76.	Mahadevananda Mahavidyalaya	Barrackpore Cantonment
77.	Morning Star College	Barrackpore I Block
78.	Mrinalini Dutta Mahavidyapith	Barasat II
79.	P.N. Das College	Barrackpore II
80.	Panihati Mahavidyalaya	Barrackpore II
81.	R.K. Mission Vivekananda Centenary College	Khardah Municipality
82.	R.K. Sarada Mission Vivekananda Vidyabhawan	Dum Dum Municipality
83.	Rishi Bankim Chandra College	Naihati Municipality
84.	Rishi Bankim Chandra College for Women	-do-
85.	Rishi Bankim Chandra Evening College	-do-
86.	Sarojini Naidu College for Women	Dum Dum Municipality
87.	Sree Chaitanya College	Habra Municipality
88.	Jogendra Mondal Smriti Mahavidyalaya	Bongaon
89.	Vivekananda College	Barasat I
99.	Sri Chaitanya College of Commerce	Habra Municipality

24-PARGANAS (SOUTH)

90.	Bankim Sardar College	Canning I
91.	Baruipur College	Baruipur Block
92.	Behala College	Calcutta Municipal Corporation
93.	Behala College of Commerce	-do-
94.	Budge Budge College	Budge Budge Municipality
95.	Dhruba Chand Halder College	Minaula/Jayanagar II
96.	Dinabandhu Andrews College	Calcutta Municipal Corporation
97.	Fakir Chand College	Diamond Harbour Municipality
98.	Gour Mohan Sachin Mondal Mahavidyalaya	Diamond Harbour I
99.	Harimohan Ghosh College	Calcutta Municipality Corporation
100.	Kamini Kumar Das College of Commerce	-do-
101.	Mahestala College	Mahestala Municipality
102.	R.K. Mission Residential College	Sonarpur Block
103.	Sundrban Haji Desarat College	Basanti Block
104.	Sushil Kar College	Sonarpur
105.	Sundarban Mahavidyalaya	Kakdwip
106.	Vivekananda College	Calcutta Municipality Corporation
107.	Vivekananda College for Women	-do-
108.	Vidyanagar College	Bishnupur II
109.	Sonarpur Mahavidyalaya	Sonarpur Municipality
110.	Kalinagar Mahavidyalaya	Sandeshkhali I
111.	Shahid Anurup Chandra Mahavidyalaya,	Budge Budge II

HOWRAH

112. Bagnan College	Bagnan I
113. Bejoy Krishna Girls' College	Howrah Municipal Corporation
114. Gangadarpur Mahavidyamandir	Domjur Block
115. Lalbaba College	Bally Municipality
116. Narashintha Dutta College	Howrah Municipal Corporation
117. Prabhu Jagabandhu College	Sankrail Block
118. Puras Kanpur Haridas Nandi Mahavidyalaya	Amta I Block
119. R. K. Mission Vidyamandir	Bally Municipality
120. Ramsday College	Amta I
121. Shibpur Dinabandhu Institution (College)	Howrah Corp.
122. Shyampur Siddeswari Mahavidyalaya	Shyampur I
123. Sovarani Memorial College	Jagatballavpur
124. Uluberia College	Uluberia Municipality
125. Dr. Kanailal Bhattacharya Memorial College	Santragachi Municipality
126. Azad Hind Fouj Smriti Mahavidyalaya	Domjur Block
127. Jaipur Panchanan College	

NADIA

128. B. R. Ambedkar College	Tehatta
129. Chakdaha College	Chakdah Municipality
130. Karimpur Pannadevi College	Karimpur Block
131. Krishnagar Women's College	Krishnagar Municipality
132. Krishnagar College of Commerce	-do-
133. Nabadwip Vidyasagar College	Nabadwip Municipality
134. Ranaghat College	Ranaghat Municipality
135. Santipur College	Santipur Municipality
136. Srikrishna College	Krishnaganj Block
137. Sudhir Ranjan Lahiri Mahavidyalaya	Hanskhati Block
138. Bethuadahari College	Nakasipara I
139. Haringhata Mahavidyalaya	Haringhata

MURSHIDABAD

140. Berhampore Girls' College	Berhampore Municipality
141. Berhampore College	-do-
142. Dukhulal Nibaranchandra College	Suti II
143. Jangipur College	Jangipur Municipality
144. Kandi Raj College	Kandi Municipality
145. Krishnath College	Berhampore Municipality
146. Murshidabad Adarsha Mahavidyalaya	Raninagar I

Block/Municipality

147.	Raja Birendra Chandra College of Commerce	Kandi Municipality.
148.	Rani Dhanya Kumari College of Commerce	Jiagunj-Ajungunj Municipality
149.	Sewnarayan Rameswar Fatepuria College	Beldanga Municipality
150.	Sripat Singh College	Jiagunj-Ajungunj Municipality
151.	Jatindra Rajendra Mahavidyalaya	Nawda Block
152.	Muzzaffar Ahmed Mahavidyalaya	Bharatpur II

MIDNAPORE

153.	Bajkul Miloni Mahavidyalaya	Narayangarh II
154.	Belda College	Dantan I
155.	Bhatter College	Egra I
156.	Egra Sarada Sashibhusan College	Garhbeta I
157.	Garhbeta College	Midnapore Municipality
158.	Kaibalyadayini College of Commerce	Kharagpore Municipality
159.	Kharagpore College	Mahisadal
160.	Mahisadal Raj College	-do-
161.	Mahisadal Girls' College	Midnapore Municipality
162.	Midnapore College	Moyna
163.	Moyna College	Mugberia
164.	Mugberia Gangadhar Mahavidyalaya	Ghatal
165.	Narajole Raj College	Panskura Municipality
166.	Panskura Banamali College	Pingla
167.	Pingla Thana Mahavidyalaya	Kanthi Municipality
168.	Prabhat Kumar College	Ghatal
169.	Rabindra Satabarsiki Mahavidyalaya	Midnapore Municipality
170.	Raja Narendralal Khan Women's College	Ramnagar
171.	Ramnagar College	Sabang
172.	Sabang Sajanikanta Mahavidyalaya	Binpur I
173.	Seva Bharati Mahavidyalaya	Binpur II
174.	Silda Chandrasekhar College	Nandigram
175.	Sitananda College	Tamluk Municipality
176.	Tamralipta Mahavidyalaya	Sutahata II
177.	Vivekananda Mission Mahavidyalaya	Jhargram II
178.	Vivekananda Satabarsiki Mahavidyalaya	Palaspur
179.	Yogoda Satsanga Palpara Mahavidyalaya	Chandrakona
180.	Chandrakona Vidyasagar Mahavidyalaya	Gopiballavpur I
181.	Subamarekha Mahavidyalaya	

HOOGHLY

182.	Aghore Kamini Prakash Chandra Mahavidyalaya	Goghat
183.	Bejoy Narayan Mahavidyalaya	Pandua

Block/Municipality

184. Bidhan Chandra College	Rishra Municipality
185. Hooghly Women's College	Hooghly-chinsurah Municipality
186. Kalisani Mahavidyalaya	Singur Block
187. Nabagram Hiralal Pal College	Uttarpara Serampore Block
188. Netaji Mahavidyalaya	Arambag Municipality
189. Rabindra Mahavidyalaya	Tarakeswar Block
190. Raja Peary Mohan College	Uttarpara Municipality
191. Raja Rammohan Roy Mahavidyalaya	Khanakul I
192. Sarat Centenary College	Dhaniakhali
193. Serampore College	Serampore Municipality
194. Serampore Girls' College	-do-
195. Sreegopal Banerji College	Chinsurah-Mogra
196. Sri Ramkrishna Sarada Vidyamahapitha	Goghat
197. Swami Niswambalananda Girls' College	Kotrang Municipality
198. Vivekananda Mahavidyalaya	Haripal
199. Balagarh Bijoy Krishna Mahavidyalaya	Balagarh
200. Kabi Sukanta Mahavidyalaya	Champdani
201. Tarakeswar Degree College	Tarakeswar Municipality

BURDWAN

202. Asansol Girls' College	Asansol Municipality
203. Banwarilal Bhalotia College	-do-
204. Bidhan Chandra College	-do-
205. Burdwan Raj College	Burdwan Municipality
206. Deshbandhu Mahavidyalaya	Neyamatpur Block
207. Durgapur Women's College	Durgapur N.A.A.
208. Guskara Mahavidyalaya	Gushkara
209. Kabi Nazrul Islam Mahavidyalaya	Hirapur Block
210. Kalna College	Kalna Municipality
211. Katwa College	Katwa Municipality
212. Khanda College	Khanda Block
213. Kulti College	Kulti N.A.A.
214. Mankar College	Galsi
215. Maharajadhiraj Uday Chand Women's College	Burdwan Municipality
216. Memari College	Memari I
217. Raniganj Girls' Collge	Raniganj Municipality
218. Shyamsundar College	Raina II
219. Tribenidevi Bhalotia College	Raniganj Municipality
220. Vivekananda Mahavidyalaya	Burdwan Municipality
221. Chandrapur Mahavidyalaya	

Block/Municipality

222. Padmaja Naidu College of Music
 223. Gour Mohan Roy College

Burdwan Municipality
 Monteswar

BIRBHUM

224. Abhendanda Mahavidyalaya
 225. Bolpur College
 226. Birbhum Mahila Mahavidyalaya
 227. Chandidas Mahavidyalaya
 228. Krishna Chandra College
 229. Rampurhat College
 230. Sambhunath College
 231. Suri Vidyasagar College
 232. Kazi Nazrul College
 233. Hiralal Bhakt College

Sainthia Notified Area
 Bolpur Municipality
 Suri Municipality
 Nanoor
 Dubrajpur
 Rampurhat Municipality
 Labpur
 Suri Municipality
 Muraroi I
 Nalhati I

BANKURA

234. Bankura Zilla Saradamani Mahila Mahavidyapitha
 235. Bankura Christian College
 236. Bankura Sammilani College
 237. Khatra Adibasi Mahavidyalaya
 238. Panchmura Mahavidyalaya
 239. Ramananda College
 240. Saldiha College
 241. Sonamukhi College
 242. Barjora College
 243. Gobinda Prasad Mahavidyalaya
 244. Jamini Dey College
 245. Pandit Raghunath Murmu Mahavidyalaya

Khatra. Municipality
 Ranibandh
 Bishnupur Municipality
 Indpur Block
 Sonamukhi
 Barjora Block
 Gangajalghati
 Beliatore
 Raipur II

PURULIA

246. Achchuram Memorial College
 247. Anandamarg College
 248. Jagannath Kishore College
 249. Mahatma Gandhi College
 250. Nistarini College
 251. Raghunathpur College
 252. Ramananda Centenary College
 253. Balarampur College
 254. Netaji Subhas Ashram Mahavidyalaya
 255. Manbhumi Mahavidyalaya

Jhalda
 Jaypur
 Purulia Municipality
 Hura
 Purulia Municipality
 Reghunathpur Block
 Purulia
 Balarampur Block
 Jhalda
 Manbazar

MALDA

256. Chanchal College

Chanchal I

Block/Municipality

257. Malda College	English Bazar Municipality
258. Malda Women's College	-do-
259. Samsi College	Ratua I
260. Gour Mahavidyalaya	Old Malda Municipality

WEST DINAJPUR

261. Balurghat College	Balurghat Municipality
262. Balurghat Mahila Mahavidyalaya	-do-
263. Gangarampur College	Gangarampur
264. Islampur College	Islampur Municipality
265. Kaliyaganj College	Kaliyaganj Block
266. Raiganj Surendranath College	Raiganj Municipality
267. Raiganj College	-do-

DARJEELING

268. Kalimpong College	Kalimpong Municipality
269. Kurseong College	Kurseong Municipality
270. Loreto College	Darjeeling Municipality
271. Salesian College	Kurseong Block
272. Siliguri College	Siliguri Corporation
273. Siliguri College of Commerce	-do-
274. Kalipada Ghosh Tarai Mahavidyalaya	Naxalbari-Khari-Bari
275. Siliguri Mahila Mahavidyalaya	Siliguri Corporation
276. St. Joseph's College	Darjeeling Municipality
277. Sonada College	Kurseong

Jalpaiguri

278. Alipurduar College	Alipurduar Municipality
279. Ananda Chandra College	Jalpaiguri Municipality
280. Ananda Chandra College of Commerce	-do-
281. Jalpaiguri Law College	-do-
282. Prasannadeb Women's College	-do-
283. Falakata College	Falakata
284. Sukanta Mahavidyalaya	Dhupguri
285. Parimal Mitra Smriti Mahavidyalaya	Mal
286. Vivekananda College	Alipurduar I.
287. Birpara College	Birpara

Cooch Behar

288. Cooch Behar College	Cooch Behar Municipality
289. Dinhata College	Dinahata Municipality
290. Mathabhanga College	Mathabhanga
291. Thakur Panchanan Mahila Mahavidyalaya	Cooch Behar Municipality

Block/Municipality

292. Tufanganj College		Tufanganj Municipality
293. Netaji Subhas Mahavidyalaya	University Colleges	Haldibari
294. Raiganj College		Raigung Municipality.
295. University B.T & Evening College		Cooch Behar Municipality
Government Colleges		
1. Presidency College		Calcutta Municipal Corporation
2. Maulana Azad College		-do-
3. Lady Brabourne College		Calcutta Municipal Corporation
4. Bethune College		-do-
5. Sanskrit College		-do-
6. Goenka College of Commerce & Business Administration		Salt Lake Notified Area
7. Bidhannagar College		Barasat Municipality
8. Barasat Government College		Chinsurah Municipality
9. Hooghly Mohsin College		Chandernagar Municipal Corporation
10. Chandernagar College		Taki Municipality
11. Taki Government College		Durgapur Notified Area
12. Durgapur Government College		Krishnagar Municipality
13. Krishnagar College		Haldia Notified Area
14. Haldia Government College		Jhargram Municipality
15. Jhargram Raj College		Cooch Behar Municipality
16. Acharrjaya.Brojendra Nath Seal College		Darjeeling Municipality
17. Darjeeling Government College		

Random Sample Survey for Colleges

A random sample survey was carried out amongst principals, teachers and students of undergraduate colleges for collecting some information as well as views on aspects of collegiate education. The sample consisted of 33 principals, 1,233 teachers and 424 students.

The samples in the survey were randomly done, but were not stratified. The number of colleges and teachers covered accounted for over 10 per cent of the population and hence the findings of the survey in their case may be assumed to be of some significance. The number of students covered, on the other hand, was a negligible proportion of the total student population, since second year and third year classes had been dissolved at the time of the survey and few students were available in the colleges.

The questions posed to all the three groups related to (a) the background of the informant, (b) college administration and infrastructural facilities, (c) teaching, syllabus and allied matters.

A number of questions were put for the purpose of cross checking. Some of the questions were not correctly answered; for example, even students in Humanities responded positively to questions relating to field work. Similarly, the replies to the questions relating to travel time (time taken to reach the college from residence, etc.) are of doubtful value, since these suggest that the majority of teachers and students live close to the college.

Replies to some of the more relevant queries by principals, college teachers and students have been tabulated and are set out in Tables 8.1 to 8.44. The major findings are summarized below.

Responses from principals/teachers-in-charge/officers-in-charge

There were altogether 33 responses. About 45 per cent of the respondents had a Ph.D. degree (Table 8.1).

In the view of close to four-fifths of the principals, library facilities in their colleges were poor. As many as 85 per cent thought playgrounds available were inadequate. More than half the colleges were without hostels (Table 8.8). However, 64 per cent of the colleges regularly publish a college magazine (Table 8.9).

Only about 15 per cent of the principals responding were of the view that teachers do not take their classes regularly, and 70 per cent believed the quality of teaching to have declined. A majority of the respondents held the teachers themselves and the examination system primarily responsible for this decline. (Tables 8.10 and 8.11). A clear majority of the respondents expressed the view that the greatest drawback in the examination system was inconsistent marking (Table 8.12).

A majority of the principals believed that the government should enforce administrative discipline (Table 8.12). At the same time, 55 per cent of the principals responding considered college governing bodies to be helpful (Table 8.4); such was also the view of a majority of the principals with respect to students' unions and teachers' councils (Tables 8.5 and 8.6). Nonetheless, nearly 55 per cent of the principals thought these bodies to be biased in favour of either teachers or towards office employees or both (Table 8.7). Only 12 per cent of the principals acknowledged the existence of outside interference (Table 8.4); close to 70 per cent of

them are only partially satisfied or not at all satisfied with the mode of recruitment of college teachers (Table 8.7).

Responses from Teachers

The views of the teachers are summarised in Tables 5.13 to 5.26. Teachers belonging to all the sample colleges were covered, the total number covered being 1,265. The major findings are given below.

Only 36 per cent of the respondents had an M.Phil. or a doctoral degree (Table 8.13).. The majority of teachers (both men and women) are fairly evenly distributed between the age-groups of 41-50 years and 51-60 years ; a negligible proportion of the teachers are below 30 years of age. (Table 8.4).

Collaborating the view of the principals, 53 per cent of the teacher respondents expressed their dissatisfaction with the existing recruitment system(Table 8.26).. About 58 per cent of the teachers are against transfers (Table 8.15). A majority felt that the main function of the college governing body should be to ensure efficient administration (Table 8.29), while the role of the government should be confined to monitoring academic performance(Table 8.22). Almost one-quarter of the teachers believe that college principals do not have sufficient authority to enforce discipline and that the teachers' councils do not contribute toward improving the academic atmosphere(Table 8.24). As many as 38 per cent of the teachers believe that outside interference is vitiating the academic atmosphere(Table 8.25). ; this is contrary to the views of the principals.

In the opinion of a majority of teachers, the average class load in the busy session was 21 per week (Table 8.16). Only about 40 per cent of students, according to them, attended classes regularly. A majority of the teachers (57 per cent) believed that the ability of students to comprehend and express either is declining over the years or has remained unchanged (Table 8.17).. While a majority of the teachers consider the existing syllabus 'not organized' (Table 8.18), one of the main reasons for students going for private coaching, they feel, is the 'heaviness' of the syllabus (Table 8.19). The teachers, who are themselves examiners, consider 'inconsistent marking' to be the main drawback of public examinations(Table 8.20).

Response by Students

Only 415 replies were received from the sample colleges. The main findings are indicated below.

62 per cent of the fathers and only 36 per cent of the mothers of those who responded were graduates. At the other end, 18 per cent of the fathers and 33 per cent of the mothers are either illiterate or have not completed school education (Table 8.28). A clear majority of the fathers are in service, business or profession, and 13 per cent are agriculturists (Table 8.29).

More than 40 per cent of the responding students find libraries to be of little help, while 40 per cent stated that they use reading room facilities frequently (Table 8.36). Nearly 40 per cent also consider the existing laboratory facilities unsatisfactory (Table 8.37). While a large majority of students (83 per cent) do not complain of any outside interference in college affairs, 44 per cent consider students' unions to be 'troublesome' or their existence of no particular significance (Table 8.39). According to as many as 34 per cent of the respondents, facilities for study at home are inadequate (Table 8.40).

Table 8.30 suggests that while only 23 per cent of the respondents write their answers in English, 67 per cent find no difficulty in following lectures in English and 62 per cent have no difficulty with reference books in English (Table 8.31). A majority of the respondents indicated that teachers take their classes regularly (Table 8.32) and 48 per cent believe that teachers cover the syllabus (Table 8.33). According to 48 per cent of respondent students, teachers extend help readily outside class (Table 8.34); 80 per cent of such students believe that teachers examine their answer papers carefully (Table 8.35). At the same time, 71 per cent go for private coaching (Table 8.37), primarily for the purpose of receiving 'better suggestions' (Table 8.43). While a majority of the respondents depend on class notes at the time of examinations, the second largest group depend on notes given by private tutors (Table 8.42). According to Table 8.44, students believe the most important aim of education is to 'get a job'. In the view also of a majority of students, the greatest drawback of the public examination system is 'inconsistent marking' (Table 8.43).

Some general conclusions

A majority of both principals and college teachers are against transfers. Both groups want a clear-cut role of the government, either for ensuring administrative discipline or for monitoring academic performance. They are also not fully satisfied with the existing recruitment system.

A majority of students go for private tuition, even while they are satisfied with the teaching in the college.

While only a small proportion of principals and students are worried over outside interference in the affairs of the college, a large proportion of teachers regard such interference as adversely affecting the academic atmosphere.

A majority of principals and teachers, and students as well, agree that the main drawback of the public examination system is 'inconsistent marking'.

Table 8.1
Gender and Qualification of Principals

Category	Gender	Percentage of respondents	Category	Qualification	Qualification%
Male	27	81.82	M.A/M.Sc/ M.Com	18	54.55
Female	6	18.18	M.Phil Ph.D	0 15	0.00 45.45

Table 8.2
Opinion of Principals Regarding Transferability of Teachers and Principals

Category	Transfer all teachers	Percentage of respondents	Category	Principal's post	Percentage of respondents
Yes	9	27.27	Rotating	4	12.12
No	24	72.73	Transferable Permanent	9 20	27.28 60.60

Table 8.3
Opinion of Principals Regarding Cooperation Received

Category	Teacher's cooperation	Percentage of Total	Non- teacher's coop	Non- teacher's coop %	Greater coop. in other colleges	Percentage of respondents
Yes	30	90.91	32	96.97	5	15.15
No	3	9.09	1	3.03	28	84.85

Table 8.4
Opinion of Principals Regarding Help Given by Governing Body and Outside Interference

Category	Help of Governing Body	Percentage of respondents	Outside interference	Percentage of respondents
Yes	18	54.55	4	12.12
No	14	42.42	29	87.88

Table 8.5
Opinion of Principal Regarding Attitudes of Associations

Category	Principals' Association	Percentage of respondents	Percentage of respondents	Percentage of respondents
Helpful	21	63.64	24	72.73
Unhelpful and neutral	6	18.18	9	27.27

Table 8.6
Opinion of Principals Regarding Unions and Councils

Category	Students' Union	Percentage of respondents	Teachers' Council	Percentage of respondents	Office Workers' Union	Percentage of respondents
Helpful	29	87.88	29	87.88	28	84.85
Unhelpful and neutral	3	9.09	4	12.12	5	15.15

Table 8.7
Opinion of Principals Regarding Governing Body and Staff Recruitment Bodies

Category	Bias of Governing Body	Percentage of respondents	Category	PSC/CSC	Percentage of respondents
Teachers	13	39.39	Quite/happy with	9	27.27
Principals	0	0.00	More or less		
Office workers	2	6.06	and not at all	23	69.70
None of the above	15	45.45			
Teachers and office workers	2	6.06			

Table 8.8
Opinion of Principals Regarding Library and Playground Facilities

Category	Quality of Library	Percentage of respondents	Quality of playground	Percentage of respondents
Good	7	21.21	5	15.15
Average and bad	26	78.79	28	84.85

Table 8.9
Opinion of Principals Regarding Provision of Hostels and Publication of College Magazine

Category	Hostel	Percentage of respondents	Category	Magazine	Percentage of respondents
Yes	16	48.48	Regularly	21	63.64
No	17	51.52	Intermittently	9	27.27
			Never	3	9.09

Table 8.10
Opinion of Principals Regarding Teaching Standard and Regularity

Category	Teachers take classes	Percentage of respondents	Category	Decline in Standard of teaching	Percentage of respondents
Regularly	28	84.85	Yes	23	69.70
Irregularly	4	12.12	No	10	30.30
Seldom	1	3.03			

Table 8.11
Opinion of Principals Regarding Causes of Decline of Standard of Teaching

Category	Persons responsible for decline of teaching standards	Category	Reasons for decline
Teachers	116	Large Classes	129
Students	136	Outdated syllabus	165
Parents	151	Unreformed examination	119
Politicians	143	Inadequate funds	148
Others	180	Others	152

Note : In this table and the following one the values have been obtained by adding up the preferences for each variable. Since 1 was given as the first preference, the lowest value indicates the most preferred variable, while the highest is the least preferred. These composite numbers indicate the relative importance of the variables (given as options in the questionnaires).

Table 8.12
Opinion of Principals Regarding the Public Examinations and Government Role in College Education

Category	Drawbacks of public examination	Category	Role of Government in college education
Difficult	173	Supply finance only	109
Heavy	155	Enforce administrative discipline	84
Inconsistent marking	66	Enforce financial discipline	99
Marking biased towards individuals and colleges	158	Monitoring academic performances	109
None	177		

Table 8.13
Gender and Qualification of Teachers

Gender	No.	Percentage of respondents	Category	No.	Percentage of respondents
Male	805	64	Male		
Female	450	36	Masters	563	69.9
			M.Phil	48	6.0
			Doctoral	194	24.1
			Female		
			Masters	236	52.4
			M.Phil	17	3.8
			Doctoral	197	43.8

Table 8.14
Gender and Age Composition of Teachers

Age Group	Male		Female	
	Number	Percentage of respondents	Number	Percentage of respondents
More than 60 yrs	43	5.3	11	2.5
Between 51 and 60 yrs	265	32.9	149	33.6
Between 41 and 50 yrs	274	34.0	164	36.9
Between 30 and 40 yrs	205	25.6	106	23.9
less than 30 yrs	18	2.2	14	3.1
Total	805		444	
No Response			6	

Table 8.15
Opinion of Teachers Regarding Transfer

Category	Number	Percentage of respondents
Yes	527	42.5
No	712	57.5
Total	1239	
No Response	16	

Table 8.16
Travel Time to Reach the College from Residence and Average Class Load

Category	Number	Percentage of respondents	Average Class Load	
15-20 min	587	46.9	Slack Session = 12.2	
30 min-1hr	303	24.2	Busy Session = 21.0	class/Week
1-2 hrs	239	19.1		class/Week
2-3 hrs	70	5.6		
More than 3 hrs	52	4.2		
Total	1251			
No Response	4			

Table 8.17
Opinion of Teachers Regarding Attendance of Students in the Class and Student's Ability to Comprehend and Express

Attendance of Students	Number	Percentage of respondents	Ability to Comprehend & Express	Number	%
Very Regular	483	39	Improving	544	43
Moderate Regularity	710	57	Declining	369	30
Irregular	43	4	Remaining same	332	27
Total	1236		Total	1245	
No Response	19		No response	10	

Table 8.18
Teachers' Opinion Regarding Syllabus (in respective subjects)

Category	Weighted Values	Rank
Too Heavy	422.4	3
Not up-to-date	447.3	2
Not Organised	447.6	1
Not Informative	81.2	5
Not Parallel with other universities	231.8	4

Note : In this table and the next four tables the values have been computed using weighted proportions [since these are based on multiple choice type questions] : for example the entry in choice/preference 1 was multiplied by the factor '1.00', that of 2 multiplied by '0.50', etc. However, the Relative importance of the Variables or 'RANK' of each category of choice has been indicated in each of these Tables.

Table 8.19
Teachers' Opinion Regarding Reasons for the need for Private Tuition for Students

Category	Weighted Values	Rank
Classes not held regularly	317.7	3
Teachers do not teach properly	192.6	4
Syllabus too heavy	404.5	2
Others	496.7	1

Table 8.20
Teachers' Opinion Regarding Drawbacks of Public Examinations (University /Council)

Category	Weighted Values	Rank
Difficult	107.4	5
Heavy	182.8	4
Inconsistent Marking	775.7	1
Marking Biased (towards Individual/ College) and Unfair	193.2	3
Others	312.2	2

Table 8.21
Teachers' Opinion Regarding the main functions to be performed by the Governing Body of the College

Category	Weighted Values	Rank
Ensuring Efficient Administration	562.7	1
Expansion of the College	224.5	4
Academic Improvement	437.6	2
None of the Above	334.0	3

Table 8.22
Teachers' Opinion Regarding the Role of the Government in running of the College

Category	Weighted Values	Rank
Supplying Finance	422.1	4
Enforcing Academic Discipline	477.3	2
Enforcing Financial Discipline	432.5	3
Monitoring Academic Performance	514.7	1

Table 8.23
Teachers' Opinion Regarding the Need for Acquiring M.Phil/Ph.D. Degree for better teaching

Category	No. of teachers	Percentage
Yes	501	40
No	737	60
Total	1,238	
No Response	17	

Table 8.24
Teachers' Opinion Regarding Principal's Authority to enforce Discipline and Role of Teachers' Council in improving Academic Performance

Category	Principal's Authority		Role of Teacher's Council	
	No. of Teachers	%	No. of Teachers	%
Yes	905	75	936	76
No	302	25	290	24
Total	1,207		1,226	
No Response	48		29	

Table 8.25
Teachers' Opinion on outside interference vitiates Academic Atmosphere of the College

Category	Number	Percentage of Respondents
Yes	464	38
No	766	62
Total	1,230	
No Response	25	

Table 8.26
Teachers' Satisfaction with Appointment Policy/Method (CSC/PSC)

Category	Number	Percentage of Respondents
Yes	571	47
No	636	53
Total	1,207	
No Response	48	

Table 8.27
Gender Composition of Student Respondents

Category	Gender	Percentage of respondents
Male	233	54.95
Female	182	42.93
No response	9	2.12
Total	424	100.00

Table 8.28
Background of Parents

Category	Father's Qualification	Percentage of Respondents	Mother's Qualification	Percentage of respondents
Illiterate	8	2.11	20	5.62
Below Madhyamik	60	15.78	101	28.37
Madhyamik to below graduation	68	17.90	104	29.21
Graduation and above	237	62.37	128	35.96
Dead	7	1.84	3	0.84
Total	380	100.00	356	100.00
No response	44	10.38	68	16.04

Table 8.29
Occupation of Parents

Category	Father's occupation	Percentage of respondents	Mother's occupation	Percentage of respondents
Service	250	65.10	51	13.46
Business	55	14.32	1	0.26
Profession	15	3.90	1	0.26
Agriculture	51	13.11	4	1.06
Nil/Housewife	5	1.30	318	83.91
Domestic service	1	0.26	1	0.26
Dead	7	2.01	3	0.79
Total	384	100.00	379	100.00
No response	40	9.43	45	10.61

Table 8.30
Language Used for Answering Questions at School and College Levels

Category	Language used for writing in school	Percentage of Respondents	Language used for writing in college	Percentage of respondents
Bengali	308	73.51	188	44.55
English	96	22.90	203	48.10
Others	9	2.15	1	0.24
Bengali+English	2	0.48	13	3.08
English+Bengali	2	0.48	17	0.03
English+Others	2	0.48		
Total	419	100.00	422	99.53
No response	5	1.18	2	0.47

Table 8.31
Comprehension of English

Category	Difficulty in following lectures in English	Percentage of respondents	Difficulty in understanding reference books in English	Percentage of respondents
Yes	138	33.01	154	38.21
No	280	66.99	249	61.79
Total	418	100.00	403	100.00
No response	6	1.42	21	4.95

Table 8.32

Students' Opinion Regarding Regularity of Teachers

Category	Regularity of teachers in Honours classes	Percentage of respondents	Regularity of teachers in Pass classes	Percentage of respondents
All teachers take classes regularly	150	53.57	193	47.54
Some teachers take classes regularly	124	44.29	204	50.25
None of the teachers take classes regularly	6	2.14	9	2.22
Total	280	100.00	406	95.76
No response			18	4.24

Table 8.33

Students' Expectation Regarding Completion of Syllabus by College Teachers

Category	Completion of syllabus in Honours subject	Percentage of respondents	Completion of Syllabus in Pass subject	Percentage of respondents
All teachers will cover the syllabus	117	41.79	194	48.26
Some teachers will cover the syllabus	133	47.50	172	42.79
None of the teachers will cover the syllabus	30	10.71	36	8.95
Total	280	100.00	402	100.00
No response			22	5.19

Table 8.34

Students' Opinion Regarding Help Extended by College Teachers Outside Classes

Category	Help of teachers during college hours outside the class in Honours subject	Percentage of respondents	Help of teachers during college hours outside the class in Pass subjects	Percentage of respondents
Readily and often	130	47.79	149	37.63
Sometimes	112	41.16	191	48.23
Never even if they are present in the college	8	2.94	17	4.30
Never because teachers are not present in the college after class hours	22	8.09	39	9.45
Total	72	100.00	39	100.00
No response	8	2.86	28	6.60

Table 8.35
Students' Opinion Regarding Marking of Answer Papers by the College Teachers

Category	Marking of answer papers in the college in Honours subject	Percentage of respondents	Marking of answer papers in the college in Pass subjects	Percentage of respondents
Carefully read	209	79.77	261	68.68
Not very carefully read	44	16.79	98	25.79
Marked without reading	9	3.44	21	5.53
Total	262	100.00	380	100.00
No response	18	6.43	44	10.38

Table 8.36
Students' Opinion Regarding Helpfulness of the College Librarian and their habit of Reading Books

Category	Help of Librarian	percentage of respondents	Category	Read books on day issue	percentage of respondents
Readily	236	57.14	Frequently	162	39.90
Grudgingly and rarely	177	42.86	Occasionally	196	48.28
Total	413	100.00	Never	48	11.82
No response	11	2.59	Total	406	100.00
			No response	18	4.25

Table 8.37
Students' Propensity to go to Private Tutors/Coaching Classes and their Opinion Regarding the State of Laboratory Facilities in the College

Category	Go to private tutors/ coaching classes	percentage of respondent	Category	Laboratory facilities	percentage of respondent
Yes	298	70.78	Satisfactory	119	60.41
No	123	29.22	Unsatisfactory	78	39.59
Total	421	100.00	Total	197	100.00
No response	3	0.71			

Table 8.38
College Assessments of Students

Category Tests including home assignments	No. of assessments in the college for Honours subject	Percentage of respondent	No. of assessments in the college for Pass subjects	Percentage of respondent
One test	133	47.84	208	52.39
Two test	55	19.78	92	23.18
More than two test	86	30.94	92	23.17
No test	4	1.44	5	1.26
Total	278	100.00	397	100.00
No response	2	0.71	27	6.37

Table 8.39
Students' Opinion Regarding Outside Interference and Role of College Students' Union

Category	Face outside interference	percentage of respondents	Category	View regarding college students' union	percentage of respondent
Yes	66	16.67	More helpful	229	56.27
No	330	83.33	More troublesome	32	7.86
Total	396	100.00	None of the above	146	35.87
No response	28	6.60	Total	407	100.00
			No response	70	4.01

Table 8.40
Travel Time to Reach College and Study Facilities of the Students at their Residence

Category	Time taken to reach the college from the place of residence	percentage of respondents	Category	Study Facilities at the residence of the respondent	percentage of respondent
1-30 min.	281	70.96	Adequate	276	66.51
31 min-1 hr.	76	19.19	Inadequate	139	33.49
1.01 hr-2 hr.	31	7.83	Total	415	100.00
More than 2 hr.	8	2.02	No response	9	2.12
Total	396	100.00			
No response	28	6.60			

Table 8.41

Students' Opinion Regarding Honours Syllabus and their activities in Honours Classes

Category	Opinion regarding Honours syllabus	Category	Activity of the respondents in the Honours classes
Interesting	902	Copy notes sent by teachers	2,264
Boring	1,755	Take down notes dictated by the teacher	1,635
Backdated	1,602	Listen and take running notes	779
Difficult	1,614	Listen to lectures	2,079
Too heavy	1,158	Put questions to teachers	1,198
		Answer questions asked by teachers	1,817
		Teachers do roll call and leave	2,442
		Do not attend classes	2,442

Table 8.42

Types of Reading Material on which Students Depend for Examinations and their Opinion for Improvement of College Library

Category	Types of books/notes depended on for examinations	Category	Ways in which the college library can help the students more
Class notes	706	Give access to open shelves	2,270
Notes from private tutors	771	Keep current journals	2,347
Guide books	1,071	Keep current statistical records	2,646
Reference books from libraries	818	Keep more copies of the text and reference books	1,135
		Improve the cataloguing system	2,462
		Improve the borrowing system	2,256

Note : In this table and the following two tables, the values have been obtained by adding up the preferences for each variable. Since 1 was given as the first preference, the lowest value indicates the most preferred variable, while the highest is the least preferred. These composite numbers indicate the relative importance of the variables (given as options in the questionnaires).

Table 8.43

Reasons for going to Private Tutor/Coaching Class and Students' Opinion Regarding Drawbacks of Public Examinations

Category	Reasons for going to private tutor/ coaching class	Category	Drawbacks of public examination
Syllabus notes finished in class	1,554	Difficult	1,732
Cannot follow class lecture	1,914	Heavy	1,687
Want readymade notes	1,771	Inconsistent marking	1,266
Think that private tutor will give better suggestion	1,475	Marking biased towards individuals/colleges	1,623
Better teaching	2,108		

Table 0.44
Students' Opinion Regarding the Purpose of Education and the Difficulties of Studying at the Residence

Category	Purpose of education in the opinion of the student	Category	Reason for inadequacy of study facilities at residence
Get a degree	1,802	Lack of space	2,236
Get a job	862	Lack of light	2,341
Pleasure	2,224	Pressure of domestic work	2,343
Family pressure	2,621	Necessity to earn	2,317
Do not know	2,873	Unable to purchase books/stationery etc.	2,256
Others	2,790		

University and Post-Graduate Education

9.1 Going by its etymology, a university is a seat of learning where imagination is both sovereign and universal. Thoughts of all genres are supposed to congregate in a university ; ideas enshrined within the corpus of knowledge are subjected to constant scrutiny and reappraisal, even as frontiers of new knowledge are continuously explored. The precincts of a university are always supposed to be open to boldness of thought : scholars are encouraged to experiment with and explore the countless facets of knowledge, and arrive at new enlightenment, be it in the arts, humanities, social sciences, natural and physical sciences, or technology.

9.2 Some preconditions attach to this idealised picture of a university. Quality of the mind and intellect—including of course quality which is the produce of training and availment of opportunities—is the supreme criterion for admittance, both for dons and the community of students. The university discriminates in favour of such quality, and it hones and sharpens it further. There is, in this sense, no unrestricted or indiscriminate entry into a university ; one needs the preparation of a minimum intellectual equipment. A university, not without reason, demands of its members singleminded dedication. It is assumed that one comes to it equipped with only the most precious of capital stocks, the stock of intellect ; there must be total application of this intellect so that the pinnacles of creative excellence could be reached.

9.3 Each university, it follows, must have an ambience of its own. It must not be distracted by the superficialities of daily commerce. Perhaps the objectives of a specific research enquiry undertaken by a university is to discover means of eradication of a particular social disharmony. To those associated with the enquiry, society however provides only the data and the raw material with which to develop conjectural hypotheses or to test the latter ; whatever the nature and extent of current social turbulence, it is not expected to cast a shadow on the scholarly process that goes on. Society allows a university a measure of indulgence. Research and the quest for knowledge necessitate a somewhat leisurely process ; the intellect cannot be hustled, it proceeds at its own pace. It would be a tragedy if university dons are stopped in their tracks on account of the relative lack of funds.

9.4 Intellectual pursuits, it is implicitly accepted, presuppose both discipline and rigour. Members of a university must therefore be distinguished as much by their adherence to discipline as by their determination to the tasks they are pledged to accomplish. Such discipline cannot be imposed by any regulatory authority ; it has to be largely self-willed. Both pride and dignity should be the hallmark of the research, reflections and investigations conducted in a university.

9.5 Contemporary Indian reality is in conflict with this idealised picture of university life. It is not simply that the national economy has failed to take off, thereby creating enormous pressure on the resources at the disposal of the universities. Other factors are at work. The segment of the population out of which a select few are offered the opportunity of higher education in the country constitutes a very small proportion of our total population. This small segment represents a narrow range of family and class interests. The fact of unequal access to education, epitomised by unequal schooling and unequal standards of undergraduate instruction, ensures that Indian universities are already denied one attribute of universality ; a very large number of those who have the potential to equip themselves for the pursuit of highest academic attainments are prevented by the system from approaching the portals of university education. Besides, the objectives themselves have undergone a sea change. University education is no longer for the attainment of higher academic excellence. It now largely fills the role of a device for stretching the nominal period of education. By doing so, it helps to keep thousands of young

men and women away, for some more while, from the destiny of further crowding an already crowded labour market. In that sense, enrolment in a university is rendered into a category of disguised unemployment. The majority of students go along with the deception, since the alternatives offered to them are, they judge, much worse. The country's authorities too have done their cost-benefit analysis ; if a genre of social turbulence can be kept confined for an extra number of years within the four walls of a so-called university, a considerable saving of resources would take place at the other end ; the creation of employment is a relatively a great deal more capital-intensive. In any case, economic growth, on which employment is dependent, is the end-product of wider factors which rule society. For reasons that hardly need to be dilated on, those occupying seats of power would desist from interfering with these structural realities. They accordingly prefer the proliferation of universities, and the corresponding dilution of their standards. Little quality control is enforced regarding the appointment or promotion of university teachers, or regarding the admission of students. A celestial dream is reduced to a garden variety occurrence.

9.6 A strange kind of populism has affected this process of degeneration. A degree or diploma used to enhance the opportunity of employment in the colonial pre-independence days ; the more superior the degree, the higher was the prospect of landing a job in the labour market. The advent of independence has changed markedly the socio-economic conditions. But the halo attached to university education has not dimmed. If anything, an extra dazzle now embellishes it. It has got implanted in popular folklore that general economic prosperity is positively correlated to the expansion of university education. The point that increasing the number of universities might actually detract from the quality of education they are supposed to dispense has been widely missed. Political groups have succumbed to the pressure. Often, for their own reasons, they have encouraged the germination of such pressure : it is much easier to wangle funds for opening a new university in one's own neighbourhood than to initiate a thrustful programme of agricultural or industrial development which could increase several-fold productive activities in the area.

9.7 In recent decades, not only has there been a pronounced increase in the number of universities all over the country. The universities have, in addition, largely assumed the form of degree-giving departmental stores, with the stress on widening the range of products while diluting their quality. Commissions and committees have cogitated on the phenomenon unfolding before their very eyes with such frightening rapidity ; wise men and women who have sat on these commissions and committees have offered yards and yards of wisdom about how the trend could be reversed. Such counsel has fallen on deaf ears. A Nelson's eye has been systematically turned on the proposition that the obvious priority in the use of funds should be not on augmenting the number of universities but on universalising literacy and primary education. The University Grants Commission, set up by the Union government to ensure standards and encourage the practice of discrimination in the field of higher education, has been either unable or unwilling to reverse the trend. Most State governments have followed suit and abetted the gradual process of debasement of universities into cheap degree-dispensing shops for the largest possible number. Widening the base of education among the masses has been hardly their intention. If such was in their mind, they would have shifted the priority to primary and vocational education, and spent much more, both absolutely and relatively, upon the latter than they have done so far.

9.8 And yet, not even 7 per cent of the population belonging to the specific age-group in fact attend universities and other institutions of higher learning in the country. This is then one facet of the tragedy of under-development. Very few participate in the process of higher education; nevertheless, the outlay on their account could be legitimately considered by many as a waste in today's context.

9.9 In the milieu of Bengal, the colonial tradition has been particularly reflected in the structure and working of the University of Calcutta. From the time it was set up in the mid-nineteenth century till the first few decades of the present century, it largely operated as an institution with the sole objective of holding examinations and announcing the results thereof. Its ambit extended from the matriculation examination all the way to the post-graduate degree level, including the examination of doctoral theses and dissertations for the award of post-doctoral fellowships and scholarships. It was a gargantuan operation, and, in consonance with the pace of colonial days, lugubrious in the extreme. The energy of the system was used up in arranging examinations ; teaching, especially instruction in the higher areas of knowledge, had a relatively low priority. A shift in emphasis commenced only from the 1920's onwards, and post-graduate education and research began to claim a larger degree of attention than before. The inertia of a huge mass is however not easily disturbed, and the main accent in the activities of the premier university in West Bengal continues to be on examinations. While, following independence, the university has shed, or was made to shed, its responsibilities for holding secondary and higher secondary examinations, it remains responsible for undergraduate examinations covering a very wide range, apart from examinations for post-graduate degrees in arts, science, commerce and education, medical and engineering degrees, diplomas of various descriptions and doctoral and post-doctoral awards. According to one estimate, the university is fast approaching a point where, other things remaining the same, it will be called upon to hold each year close to one thousand different examinations involving the marking of roughly one million scripts.

9.10 The other universities that have come up in the State were intended to lighten the burden of the University of Calcutta. In practice, they have turned to be its pale replicas, but of miniature dimensions. Research, and the advancement of the frontiers of knowledge, which ought to be the preponderant concern of universities, have by and large fallen into disuse in their case too.

9.11 The external environment, it is often claimed, is largely responsible for the apparent decline in academic standards and the disorientation in research activities in West Bengal universities in the recent period. The obverse of the proposition would however perhaps have equal validity : if only the universities had established high standards of academic excellence and research, that would have been instrumental for improving the environment in the State. West Bengal can still take pride as a hinterland which produces brilliant young minds. But either such minds are thwarted by the academic atmosphere from blossoming to the extent of their full potential, or they escape to foreign, mostly Western, universities in search of better intellectual opportunities and a comparatively placid ambience. A cursory sample survey in Western universities and research laboratories will reveal one striking fact : the proportion of those hailing from this State in the total number of Indian expatriates who have found a niche in these institutions is much higher than the proportion of West Bengal's population to total national population, and also much higher than the proportion of post-graduate degree-earners from West Bengal among total such degree-earners in the country in any given year. Not all such migrants from this State who have travelled overseas have done so because of the vastly superior economic benefits or laboratory and research facilities available there ; several of them moved because the domestic environment they found claustrophobic and stifling to serious research.

9.12 It is futile to try to apportion blame for this state of affairs. While formulating policies with respect to the universities and higher education in general, the State governments are caught between the upper and neither millstones of decisions pre-empted by the University Grants Commission and forces unleashed by often misdirected populism. The UGC is a principal dispenser of funds for the universities, and it is entrusted with the task of ensuring the uniformity of academic standards. Within this general format, it has special responsibilities for the Central universities. In the matter of disbursal of funds, the latter group of universities are

treated somewhat more generously by both the Union government and the UGC. The State universities are unable to match the activities which the Central universities can generate because of their relatively sounder financial position. This fact notwithstanding, or perhaps because of it, the groves of academe continue to be a battlefield, and the competitive pressure is fierce. State governments occasionally succumb to such pressures and allow the universities, for which they have direct responsibility, sponsor programmes in new directions. The resource crunch however is a rude reality. As a consequence, finances tend to get distributed much too thinly over too many directions ; the 'critical minimum' that needs to be reached before advanced education and research could yield hope for results therefore fails to be reached.

9.13 The system of matching grants initiated by the UGC raises similar problems. The State governments would attract adverse criticism if a project or programme, for which partial funding is available from the UGC, is not entertained. They therefore generally give their concurrence to such a projects. But it is soon seen that the States are in no position to cope with the financial commitments involved, and the project is therefore either still-born or abandoned at mid-point. The University Grants Commission's practice of advancing funds for a new academic programme for the duration of a Five-Year Plan period only gives rise to an identical predicament. The full cost of the programme devolves on the State government once the Plan period is over, but its financial capability lags behind. The consequence is accumulation of discontent, which further vitiates the university environment. The State government occasionally aggravates the problem by offering the matching grant only on a year-to-year basis; competent scholars, who are open to offers from elsewhere, will not be willing to serve on conditions of such uncertainty.

9.14 The University Grants Commission has in recent years also taken the lead to evolve a common pattern of salary scales and recruitment and promotion policies for universities and colleges all over the country. The UGC's financial commitment toward the implementation of these salary scales is again time-bound and does not in any case cover the whole range of allowances and retirement benefits. This is a problem State universities have grown accustomed to live with. The UGC's recommendations concerning recruitment and promotion policies have however given rise to another set of complicating issues ; it can be debated whether the promotion policy it has delineated is conducive to the encouragement of merit in the arena of higher education and research.

9.15 These questions will continue to exercise the administration of the universities in West Bengal. They have also to deal with a number of additional problems causally related to local ethos and regional factors. All this contribute to increase the strain on resources, a common theme for all the universities. Tables 9.1, 9.2, and 9.3 illustrate the serious financial crunch each of the State universities is suffering from : they are quite unable to cover even their expenditure on the revenue account, and have diverted funds from the capital account, the provident fund account, the income tax account, apart from borrowing from the banks. There is every prospect of a worsening of the financial picture because of the drastic cut-back in the allocation for education in the Union budget and the consequent severe reductions in the allocations from the UGC. Since the State government itself is experiencing no less financial difficulty, little relief from any outside sources is likely to be available to the universities in the foreseeable future.

9.16 The universities will therefore have to continue with their endeavours on two fronts: (a) they must chalk out a blueprint for improving academic standards and raise the quality of teaching and research ; and (b) they must counsel with one another on how to tackle the grave financial obstacles threatening to impede their activities. This is where the harsh realities of life intrude ; the universities will have to learn to live with these realities.

9.17 The Commission now proposes to mention certain other matters of equal relevance. The aim of university education, to recapitulate, is primarily two-fold : first, the nurturing of a strong research base across as wide a range of disciplines as funds permit ; and second, the creation of a highly dedicated and appropriately trained manpower which can serve the nation in different spheres.

9.18 The pre-conditions for academic excellence are easily spelled. The faculty must not only be of outstanding merit, but also be adequately motivated to pursue higher learning and research. The students too must be selected with discrimination, and should have the aptitude as well as inclination for serious academic work. The teachers must be so effective in the lecture rooms as to evoke the best from their students and stimulate them to further endeavours. Finally, infrastructural facilities in laboratories, workshops, libraries, museums, etc. must be minimally available.

9.19 Neither the goals nor the pre-conditions enunciated for university education will *per se* provide ground for controversy. But reference will be made to conditions which currently obtain and act as insuperable stumbling blocks against attempts to transform the state of the universities. Whether these conditions can be attended to, and within a reasonably short space of time, cannot be answered by a Commission such as ours. The challenge lies with the universities themselves, with whatever support and encouragement they can receive from the State government. The Commission nonetheless delineates below a line of approach which, if implemented, will, in its view, offer fair prospects of a qualitative change.

- (a) The universities must be relieved of the burden of undergraduate examinations—and, wherever practicable, undergraduate teaching—in the earliest possible time. As we have suggested elsewhere, a State-level Council for Undergraduate Examination may be set up to conduct examinations for bachelor level degrees. This will necessitate a unification of the curricula and syllabi of the different universities—with the possible exception, for the present, of the Jadavpur University—and a common discipline for paper-setting and examination of scripts. Since the number of examinees each year will be in the neighbourhood of 150,000, or even more, the Council's activities should be decentralised into three or four zonal divisions. The degrees to be awarded will have the imprimatur of the university (or universities) belonging to the zone. Since examination standards will be made uniform, the acceptability in the market of the degrees awarded by the different universities could also be expected to converge after the lapse of a transitional phase.
- (b) Thus rid of the load of undergraduate examinations—and, where possible, of undergraduate teaching—the universities in the State, including the University of Calcutta, will be immensely better placed to concentrate on postgraduate teaching and research. As a preliminary procedure, the universities may formalise an arrangement whereby a Standing Committee of University Vice-Chancellors begins to function in the State. This Standing Committee will assume the responsibility for revising, rationalising and improving the quality and content of courses, curricula, and research activities in each university. Where a university has specialised in a given area of study or research, it should be encouraged to continue in that area. But, given the problem of resources, it would be desirable that courses and research projects are subjected to a coordinated discipline. The concept of 'cluster teaching' may be experimented with to some extent to circumvent the problem of restricted funds. A teacher of eminence, whose formal attachment will be with the university which has appointed him, may be encouraged to participate as a visiting faculty in the activities of some of the other

universities for a number of weeks during each academic session. A university lacking laboratory facilities relevant for a particular discipline may decide to seek the hospitality of another university where such facilities are available, and send their students over for a limited period. The stress should be on combining the pursuit of academic excellence with maximum possible economising of costs.

- (c) The Commission is aware of the pattern of scales of pay and procedures for promotion announced by the University Grants Commission broadly on the recommendations of the Mehrotra Committee. These decisions have already begun to be implemented. In the circumstances, it is not easy to suggest a review of the modalities of selection, appointment and promotion in the universities of West Bengal. The Commission is still constrained to observe that, if the ambience of the universities is to be qualitatively transformed, there must be no compromise in conforming to certain minimum standards where university academic appointments are concerned. Only scholars with proven contribution to learning of a very high order should be named to professorial slots. Those selected as associate professors or readers must not only have an outstanding academic career and a demonstrated ability to teach effectively ; they must have also produced research work of an impressive standard. Lecturers must possess impeccable academic records. The culture of entitlement to the next higher academic rank exclusively on the basis of length of service has to be abandoned if academic excellence is to be maintained. Promotion must be on the basis of merit as evidenced by significant research work. All appointments must be on the recommendation of selection committees on which external members should constitute a majority, and the Standing Committee of University Vice-Chancellors must act ombudsmen to ensure that the verdict of the selection committees is not by-passed in any manner. Tenure in an academic position will be offered only at the end of five years of continuous employment.
- (d) The Commission is aware of the rising tide of expectations for higher education as well as the social compulsion often felt to use university education as a means of providing a young person with the opportunity of an interregnum before he or she faces the dark prospect of helplessly floundering in the labour market. A few hard—and tough—decisions are nonetheless inescapable. If the State government had unlimited resources, it could of course have created enough capacity in institutes of higher learning to accommodate all those who aspire for advanced education. Since funds are severely curtailed, such flexibility is simply not there in the system; seats in the universities have to be rationed. Besides, not every aspirant for admission to a university is suitable for higher education, which demands a certain measure of intellectual equipment and mental capacity. Only students with consistently superior academic record should be eligible for entry to university courses and rules of admission be formulated accordingly.
- (e) The present examination system in the universities should, over a period of time, be sought to be supplanted by a composite system of continuous assessments consisting of the following : (i) class test, (ii) home assignments, (iii) mid-term class examinations, and (iv) semester/annual examinations. Teachers should be trained according to a carefully drawn out schedule to enable them to cross over, relatively effortlessly, to the new modes of teaching and testing; it is the close inter-action between teachers and students which without question elicits the best out of the students.

- (f) Universities are distinguished as institutions of higher learning. They should therefore be increasingly more involved in research, both basic and applied. In selecting areas of research, those which are more proximate to the nation's, or the State's, major problems should receive precedence. To pursue and promote research into everything that seems interesting is not desirable considering the resource crunch the country and the State are facing. Research in science and technology should obviously concentrate attention on such areas as food production, irrigation, energy, appropriate industrial technology, transport and communications, health and nutrition and so on, while, in the humanities and social sciences, the stress should be on unravelling facets of contemporary economic, social, cultural and linguistic realities.
- (g) The Commission feels bold to offer a further suggestion which need not be taken to be in conflict with (f) above. Though the universities are intended for higher learning and research, it would be odd on their part to remain detached from, and indifferent to, the problems of life and living of the millions of ordinary citizens inhabiting their hinterland. Towns and villages proximate to the universities are afflicted with problems which demand instant solution; the universities should agree to share a part of the burden of responsibility in this regard. Much of the present aimlessness and irrelevance of university education, which disorient both students and teachers, can perhaps be eliminated by involving them in the ongoing process of social and economic development in the State.
- (h) Even outside the class rooms, there has to be greater communion between the students, the academic faculty and the university authorities. Intensive extra-curricular activities may conceivably help to build some bridges of understanding, and to that extent reduce the scope for confrontation between students on the one side and the faculty or the university authorities on the other. As is generally recognised, student unrest arises out of three sources : (i) dissatisfaction with the perceived ills of society, (ii) the natural ebullience of youth, and (iii) difficulties concretely experienced by the student community within the university precincts. While the first genre of problems is beyond the pale of a university, the other two are its direct concern. There should be in each university a cell to deal exclusively with the problems of students presided over by a senior member of the faculty who can generate trust among the students. All problems of students, whether collective or pertaining to an individual, should be handled by this cell with sympathy, care and firmness. This cell, or a parallel one, should concern itself with placements of students who pass out. Such a cell does exist in some universities but the thrust of its activities must be very much more purposive. In the matter of student-faculty relations, the higher authorities should be intimated in advance if a problem contains the potential of going out of hand. If a difficulty cannot be resolved because of paucity of funds or non-availability of physical facilities, the facts should be plainly explained. Discussions with students should be based on unadorned truths; if an unpopular decision has to be taken, they should be informed about it without equivocation. An identical approach should be adopted to deal with the problems of non-teaching employees.

9.20 There is however little point in not returning to the realities of the present situation. A university deserves a minimum infrastructure of class rooms, laboratories and equipment for microfilming and computer facilities, hostelry and staff quarters, a community hall or theatre, an adequate playground, a gymnasium, and so on. Each university in the State is frighteningly lacking in these facilities, and neither the State government nor the University Grants

]Commission is likely to be in a position to generate funds in the near future to provide even partially for them.

9.21 In a subsequent chapter, the Commission has stressed the need to raise across-the-board university charges and fees, including tuition and examination fees, with exemption from payment for 30 per cent of the student population. This measure will however meet only a fringe of the problem. The endeavour to augment resources has therefore to continue in several different directions. Research funds can be sought from many Central sources apart from the UGC, such as the Indian Council of Social Science Research, the Indian Council of Historical Research, the Department of Science and Technology, the Department of Electronics, the Indian Space Research Organization, the Space Application Centre, the Department of Non-conventional Energy Sources, the Department of Oceanography, the Council for Scientific and Industrial Research, the Indian Council of Agricultural Research, and similar other bodies. These sources should be continuously explored; the Coordinating Committee of State University Vice-Chancellors may constitute a special section to link the need for funds by individual universities with different possible sources of Central funds.

9.22 Although the record of the private sector is till now extremely poor in this respect, a campaign may be launched to enlist financial assistance from industry or big farmers for specific industrial or agricultural research. There is, in the view of the Commission, *per se* little to object to in seeking endowments from banks, other public financial institutions, chambers of commerce and even private individuals or family trusts, as long as such acceptance of funds is without conditionalities. It is money from the public which accrues as income to such institutions, families and individuals; some of this money can be justifiably sought for deployment in public causes, and there can be few public causes of better credentials than strengthening the financial base of institutions of higher learning.

9.23 A final point. Doubts have been expressed over the desirability of the continuance of medical and engineering education as an organic part of university education. The Commission would be in favour of an arrangement whereby the medicine and engineering and technology faculties are gradually detached from the main corpus of universities. Such separation should enable these faculties to emerge as distinct entities, much in the manner of the Bengal Engineering College at Sibpore which, with effect from this year, has received cognisance as a 'deemed' university both from the State government and the University Grants Commission. A disjunction of this kind will, at one end, reduce the load on the universities and, at the other, encourage engineering, technical and medical education to evolve in their own manner without exercise of remote control on the part of a university authority which could only devote marginal attention to their problems.

T A B L E - 9.1
 Financial Position of State-aided Universities in West Bengal as on December 31, 1991

(Rs. Lakh)

University	Monthly maintenance grant (average of 9 months, April to December, 1991)						(3 - 6)	
	Actual requirement per month			Actual receipts from the State Government per month				
	Pay and allowances (1)	Contingency and others (2)	Total (3)	Pay and allowances (4)	Contingency and others (5)	Total (6)		
1. Calcutta	170.30	58.54	229.34	140.16	n. a.	140.16	(-) 89.18	
2. Jadavpur	93.00	40.00	133.00	n. a.	n. a.	111.00	(-) 22.00	
3. Rabindra Bharati	24.77	8.48	33.25	22.45	1.25	23.26	(-) 9.59	
4. Kalyani	38.66	11.55	50.21	37.77	4.00	41.77	(-) 8.44	
5. Burdwan	59.00	10.00	69.00	54.10	3.88	57.98	(-) 11.02	
6. Vidyasagar	6.54	4.44	10.98	5.56	n. a.	5.56	(-) 5.42	
7. North Bengal	39.00	10.50	46.50	39.00	3.00	42.00	(-) 4.50	
8. Bidhan Chandra Krishi	81.36	13.15	94.51	71.31	8.65	79.96	(-) 14.55	

n. a. — not available

Source : Various Universities

T A B L E - 9.2
 Financial Position of State-aided Universities in West Bengal as on December 31, 1991

(Rs. Lakh)

University	Liabilities due to diversion from							
	Development Grant Account (1)	Contributory Provident Fund Account (2)	Group Insurance Account (3)	Income Tax (4)	Bank Loans (5)	Profession Tax (6)	Other Funds (7)	Total (8)
	Nil	22.00 per month	Nil	Nil	Nil	Nil	Nil	22.00 per month
1. Calcutta	Nil	22.00 per month	Nil	Nil	Nil	Nil	Nil	22.00 per month
2. Jadavpur	90.00	n. a.	n. a.	n. a.	220.00	n. a.	160.00	470.00
3. Rabindra Bharati	98.49	Nil	Nil	Nil	Nil	Nil	9.49	—
4. Kalyani	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.
5. Burdwan	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.	110.00
6. Vidyasagar	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.
7. North Bengal	86.00	n. a.	n. a.	n. a.	n. a.	n. a.	n. a.	207.00
8. Bidhan Chandra Krishi	173.50	179.00	3.95	3.04	42.00	1.80	n. a.	403.29

n. a. — not available

Source : Various Universities

TABLE - 9.3

Financial Position of State-aided Universities in West Bengal as on December 31, 1991

(Rs. Lakh)

University	Arrear dues for pay revision								
	Total demand			Received from the State government			Amount yet to be received from State government		
	Teaching (1)	Non-teaching (2)	Total (3)	Teaching (4)	Non-teaching (5)	Total (6)	(10 - 13) (7)		
1. Calcutta	258.61	338.96	596.57	135.00	—	135.00	462.57		
2. Jadavpur	318.00	340.00	658.00	208.00	80.00	288.00	370.00		
3. Rabindra Bharati	63.40	42.39	105.79	53.50	20.00	73.50	32.29		
4. Kalyani	149.24	108.00	257.24	75.00	40.00	115.00	142.24		
5. Burdwan	n. a.	250.00	260.00	n. a.	20.00	20.00	240.00		
6. Vidyasagar	9.50	5.50	15.00	4.00	n. a.	4.00	11.00		
7. North Bengal	105.00	108.00	213.00	80.00	n. a.	80.00	133.00		
8. Bidhan Chandra Krishi	108.44	285.00	393.44	36.78	n. a.	36.78	365.66		

n. a. — not available

Source : Various Universities

CHAPTER TEN

Autonomy and Allied Issues

10.1 There are already more than fifty thousand primary schools in the State. Given the momentum of the universal literacy campaign and the accelerated spread of awareness in the countryside, this number, it is conceivable, will go up by another twenty thousand in the course of the next decade. The number of secondary and higher secondary schools, together with junior basic schools, is currently in the neighbourhood of ten thousand, and that of colleges, including those directly under Government auspices, hovers around four hundred. Apart from Visva Bharati, which is a Central university, eight other universities dispense higher education in the State. Proposals are on the anvil for correspondence courses under the auspices of one or two Universities. It is also necessary to take into account other institutions such as the polytechnics, the industrial training institutes, specialised technical schools, arts and crafts colleges, schools for the blind, the deaf and the dumb, and other handicapped children. Finally, while non-formal education has only had a stuttering start in the State, the literacy campaign, launched in a truly massive scale and poised to cover the entire State, offers a major challenge to the organisational and resource-raising ability of the State government.

10.2 The outstanding development since 1977 is that almost all the institutions mentioned in the foregoing paragraph have tended to become exclusively dependent on the State government for sustenance and growth. The State government's education budget has expanded nearly eight times during this past decade and a half. Even taking into consideration the factor of inflation, the scale of increase of the educational outlay is truly remarkable. Instruction till the higher secondary stage has been made free in the State. Tuition fees, fees collected from admissions and examinations and other charges, whenever collected, do not cover even a minor part of the total fiscal burden the breath-taking educational expansion has entailed.

10.3 It is a democratic framework, and the question of accountability for this vastly enlarged financial outlay inevitably poses a major problem. Public money is involved; the entire lot of this money has to be meticulously accounted for in specified detail on a regular basis. Looked at from this point of view alone, functionaries at different levels of educational administration have to apply themselves so as to ensure financial accountability; They can do so only if they receive the closest cooperation, at all levels, from members of the academic community. The wider social consideration cannot be brushed aside either. Education is an integral aspect of nation-building. A democratically elected government, even if it were a votary of the philosophy of *laissez faire laissez passer*, cannot walk away from its share of responsibility to guide the educational system along correct lines. In a country where the government has traditionally played a larger than life role in providing public goods, the burden of this responsibility is correspondingly greater. The community has to accord a measure of latitude to the government to enable it to formulate, according to the mandate it has received, the nature and content of the academic agenda. This latitude again permits the authorities to step in where private initiative, in its view, is catering to less than optimum social welfare. In some parts of the country, particularly in some of the southern States, private entities, with their eye on the main chance of profit-making, have penetrated into the academic arena. The recent headlong rush for liberalisation on the part of the Union government has also unleashed forces favouring the progressive intrusion of private individuals in the control and management of education. But the dominant ethos in West Bengal is to discourage these trends.

10.4 In the circumstances, the State government cannot abdicate its responsibility to monitor developments in the educational sphere for which it arranges the finances. In this matter, as in other matters, it is answerable to the legislature and to the people of the State. It is therefore within the ambit of its essential functions to exercise a degree of surveillance over

educational institutions. The State government has to oversee the progress of plans and projects in the State pertaining to educational expansion and improvements and, at the same time, see to it that resources flow where they are intended to flow. Since resources are not unlimited and are most unlikely to be so in the near future, the government, it additionally follows, will have few alternatives but to determine and assign some priorities. This is, after all, an acknowledged prerogative of any authority responsible for the devolution of funds.

10.5 Even though the role of the *deus ex machina* it adopts and the details it chooses to get down to may vary from situation to situation, the government nonetheless will have to monitor the progress of education at all levels. In fact, there was no occasion to set up a Commission such as ours if the government were not concerned about the need for a periodic appraisal of the on-going trends and for establishing, in the light of this appraisal, a framework of priorities in the educational sphere that will be relevant for the next few years.

10.6 This much is well accepted. A debate however rears its head the moment the issue of accountability is counterposed to that of autonomy and decentralisation. There is hardly any scope for contesting the general hypothesis, namely, that education must not be regimented and the government, manned as it is by politicians and bureaucrats, should scrupulously avoid intervening into the day-to-day activities of academic bodies. The government's participation should, in other words, be confined to legislating the statutes required for the functioning of the educational system, granting necessary finances and laying down a broad schemata of guidelines about how accounting for these finances is to be rendered. It should, it is implied, have no right to interfere with the on-going activities in schools, colleges and universities beyond these limits. It is equally desirable, it has been said, that the guidelines should not issue directly from the government, but should be the legitimate province of statutory or quasi-statutory intermediate bodies such as the Board of Secondary Education or the Council of Higher Secondary Education which have on them a strong academic representation. On the other hand, as we have seen in the discussions in the preceding Chapters, the functioning of a decentralised system can actually improve in case there is an established system of supervision and regulation. The District Inspectorate of Education, for example, in case it is properly organised, can make a significant contribution toward the improvement of primary and secondary education in the State.

10.7 A somewhat radical instance of what the supporters of autonomy have in mind is the suggestion that a few prestigious institutions, such as the Presidency College or the Bengal Engineering College, be allowed to be self-governing in practically all spheres of activity : teachers appointed to the institution should not be subjected to the rules of transfer which apply to the academic staff of other government institutions; courses and syllabi should be independently evolved by the institution itself, admissions and examinations would be its own internal affair, any by implication degrees too should be awarded by the institution itself. Where the grant of such autonomy can be expected to foster academic excellence, a State government should not have any reservations to accept the demand for it. And yet some difficulty is likely to arise if it were only a one-way relationship: the government is to look only after the financial requirements of the institution and, for the rest, the institution would look after itself. Since the government is in the ultimate analysis accountable to the legislature, certain rules of the game have to be mutually agreed upon. In that sense, even where an institution has been deemed to be one hundred per cent autonomous, it does not cease to be answerable either to the government or to the electorate. It has to accept some surveillance, however indirect. But such exercise of control must respect the academic judgement of the institution, as long as the latter pledges to abide by the agreed code of financial discipline. Once this discipline is adhered to, the State government will have little justification to keep the institution in a state of suspended animation; it must be assured of financial accommodation on a stable basis, so that it could proceed to concentrate on its academic activities.

10.8 Even otherwise, as a general proposition, the government, there is no question, must scrupulously stay away from undue intervention in the daily affairs of an educational body. It may prescribe certain rules and procedures, quasi-autonomous bodies may be assigned the responsibility to see that these rules are not wilfully and habitually flouted, and the government may retain for itself only a few special prerogatives pertaining to financial matters. As long as these rules and conventions are properly understood and observed, there will be few occasions for controversy or confrontation.

10.9 It will however be less than candid not to admit that the question of academic autonomy often gets entangled with a specific aspect of the debate over Centre-States relations. Thus the University Grants Commission has been known to encourage, without prior discussion with the State Government concerned, proposals for converting an institution into a so-called centre of academic excellence with autonomous status. The UGC will however bear the full or a part of the cost only for a period of five years, at the end of which the State government will have to bear the entire financial burden for such a centre. It is thus only proper for the State government to expect that the matter should be first discussed with it and it is not presented with a *fait accompli*.

10.10 It is of course entirely possible that, as in the case of the Bengal Engineering College at Sibpore, the State authorities readily permit the grant of autonomy and degree-awarding status to a particular institution and agree to pass the necessary legislation for the purpose. An identical decision may be taken with respect to similar representations from other institutions as well. Certain conditions under which autonomy is permissible may be laid down and a number of safeguards also spelled out in the matter of financial control.

10.11 Views expressed by a few other groups raise a different set of questions. They start from the premise that it should be the State's obligation to develop centres for the cultivation of academic excellence in certain fields. Such centres, they add, must be protected from contamination by falling academic standards supposedly taking place elsewhere in the State. The rules of admission to a centre of this nature, it is further asserted, will be determined by the centre itself; even if these are in breach of rules laid down by statute, the community at large—represented by the legislature and the State Government—must not have the right to demur. While the Public Service Commission may still be permitted to recommend academic appointments at the centre, the government must not have the right to transfer the academic staff elsewhere.

10.12 The concept of nurturing excellence is *per se* commendable; merit must be nurtured. But it is equally necessary to make sure that, under the guise of encouraging merit, the funds of the State are not deployed to encourage privilege. That is to say, the demand for excellence must not be used as surrogate for a kind of educational snobbery such as is exemplified by the *navodaya* scheme sponsored by the Union government. In other words, there is need for exercise of some moderation in a debate of this nature. Just as it is important to avoid a chasm between the two cultures of science and the humanities, it is equally desirable to save the country's educational process from degenerating into a two-class culture, with the specially privileged on one side of the fence and those denied the benefits of privilege on the other. For that could engender a certain haughtiness and supercilious approach to life at one end, and jealousy and irrational heart-burning at the other: both are counter-productive in the pursuit of the goal of academic excellence.

10.13 What is particularly necessary is to be wary of any arbitrary introduction of rules and procedures which place a premium on pre-conceived notions of superiority and inferiority or excellence and non-excellence. Even in a class-divided society, it is unlikely that reasonable men will fail to reach a measure of agreement on the boundary conditions which should separate quality from the lack of it. Whatever its other misgivings, the government must not flinch from

according the fullest academic autonomy to a particular institution if that, in its view, will subserve the overall interest of the community. At the same time, it must retain the right to intervene in case autonomy threatens to slide into whimsy.

10.14 But the issue of autonomy and decentralisation has also other ramifications. For example, many of the academic problems and administrative difficulties encountered in the sphere of college education have their source in the parallel existence of more than three hundred aided and private colleges side by side with institutions which are exclusively in the government sector. This problem has already been alluded to in Chapter Eight. The salary and other emoluments of government and non-government colleges have been equalised. The academic staff in government colleges are however subject to rules of transfer; their leave entitlements are also apparently less attractive. Teachers in private colleges are not subject to transfer and the vacation rules for them are decidedly more favourable. This distinction between private and non-private colleges deserves to be obliterated in course of time. That itself would be a major step toward ushering in a more democratic climate in the academic arena. A concomitant issue concerns recruitment through separate agencies in the two streams, the College Service Commission in the case of aided colleges and the Public Service Commission for government colleges. In this case too, it would be desirable to bring, in the long run, the recruitments under one umbrella.

10.15 No hard and fast procedures can in fact be laid down in advance in regard to the manner the relationship between the State government and the educational system as a whole should evolve over time. Because of given situations, the government may be forced to adopt a line of action the necessity for which could dwindle after a while. We have, for example, mentioned elsewhere the desirability of coordinating the curricula and syllabi of the different universities in the State (with the exception of Visva Bharati). We have also hinted at the possibility of introducing a unified and uniform examination system for these universities. Obviously, these changes cannot be introduced overnight. At the initial stage, as we have suggested, an inter-university coordinating council may oversee the task of standardising the courses. One has to hasten slowly here. Such standardisation must not detract from the need for specialisation in some directions by some universities. One particular university may be appropriately suitable to conduct research and training in a special topic in view of the stock of skill and expertise it possesses and which is not available in other universities. No university must however feel that it has been sat upon. Whatever changes are introduced should be with the willing cooperation of the universities concerned. It will also be helpful if the proposed Standing Committee of University Vice-Chancellors, which we have mentioned in Chapter Nine, is established at the initiative of the universities themselves, and the government's role is confined to that of moral suasion.

10.16 In the earlier Chapters, the Commission has discussed in considerable detail proposals for toning up the administration and academic functioning of schools and colleges. One frequent grievance aired before the Commission is in regard to the spate of holidays and vacations in educational institutions which make it very difficult to implement the UGC-directed suggestion to have a minimum of 220 working days. The schools and colleges as also the universities by themselves will be unlikely to take the initiative in the matter. Some form of government intervention to enforce the suggestion therefore becomes inevitable. There is also the transparent necessity to standardise, as far as possible, holidays and vacations. Once again, the State government will have to formulate clear-cut proposals in such matters. It is of particular importance to review the rationale of the length and periodicity of the two or three major vacations which feature in academic institutions in the State. Certainly the length of both the summer vacation and the autumn recess—coinciding with the *puja* festival—can be considerably curtailed and made uniform for all. It is also often seen that because school, college and university premises are commandeered for holding examinations, there is compulsory

suspension of academic work during these examinations. Since the examinations are scheduled at different times of the year, aggregate academic time lost is of a stupendous magnitude. The Commission will urge the Government to set up a committee to go into the matter and examine the feasibility of concentrating the major examinations during vacation periods. A few 'frictional' problems might arise in the course of changing over from the present somewhat chaotic scheduling of examinations to a more uniform time-table. In case the change is properly phased in, such attendant problems could perhaps be comfortably tackled and the transition completed in the course of, say, five years. Perhaps this committee could also be asked to review the problems arising out of the change in the commencement of the academic year in schools, and suggest measures to sort them out.

10.17 Since *laissez passer* has its limits and accountability to the community at large cannot be disowned, the government has the onus to ensure that the huge educational outlay undertaken in the State is sufficiently cost-effective. The managing committees, governing bodies and academic and executive councils are there to preside over the day-to-day activities of the institutions. It will however remain the prerogative of the State authorities to indicate the broad guidelines these institutions have to conform to. Sometimes it may even be necessary to issue explicit directives. One example where such purposeful intervention is called for may be cited. A pattern has developed over the years such that members of the teaching faculty in universities and colleges and, in certain instances, in schools too, are permitted to take one working day 'off' in the week. This is in addition to the traditional non-working on Sunday. Benefits, monetary or otherwise, the teaching community as a whole have gained in the course the past fifteen years have accrued not a little on account of the large fund of sympathy and goodwill proffered by the State government. The final criterion of the effectiveness of an education policy is secular improvement in the quality of teaching, which liberal facilities extended to teachers is expected to bring about. Teachers may therefore be requested to forgo the customary 'off-day' which in any case is not a prerogative mentioned in the conditions of appointment. The ostensible purpose of an 'off-day' is to enable the teachers to utilise the day for research or consultations in the library or other preparatory work to enhance the quality of teaching. It is a matter of sadness that the 'off-day' has come to be treated by a considerable section of the teaching community as a bonanza for which no accountability is to be rendered.

10.18 The Commission is of the view that this informal privilege should be terminated and it be insisted that teachers be present at their respective institutions on all working days. The Commission's other suggestion will be for tutorial sessions to be arranged by each teacher on the day he previously used to absent himself. Students will thereby have an opportunity for greater contact with teachers. This by itself will, it is hoped, lead to a major improvement in the academic climate. At the risk of being misunderstood, the Commission would also venture the comment that such an arrangement may perhaps act as a partial deterrent to the proliferating practice of private tuition.

10.19 The government, despite offering the funds, must keep its distance. It is however implicit here that academic discipline has to be scrupulously maintained at all levels. In a democratic milieu, teachers as well as senior students as also non-teaching employees have the right to organise themselves and campaign for improvements in the conditions of their work and employment, as the case may be. Certain conventions must nonetheless be rigidly followed. An educational institution is not a factory establishment, agitations must not be at the cost of instruction time. It should be the government's endeavour to bring about an appropriate measure of decentralisation in the enforcement of discipline. The managing committee or governing council, the academic head of the institution, the teaching staff, the non-teaching employees and the students must be encouraged to reach agreement amongst themselves regarding the manner organised bodies are to be expected to conduct themselves in the educational arena. Once these

arrangements are finalised, it will be the responsibility of each and all to ensure that no deviation of behaviour takes place.

10.20 If, in a particular institution, the academic environment is vitiated to an alarming extent, it will be the duty of the official representative on the governing body or the managing committee to draw the attention of the latter to the situation so that it bestirs itself and restores normalcy after redressing, to the extent possible, the imperfections that were at the root of the discontent. If the situation does not still improve, the official representative will have to report the matter to the Education Department of the State government and the affiliating university concerned and seek advice on remedial measures. Before any drastic solution is thought of, the endeavour should be to discuss the issues with teachers, employees and students. Wherever necessary and feasible, informal appeals should also be addressed to mass organisations of students, teachers and employees.

10.21 Considering all aspects together, it will be a gross error to take an overly pessimistic view of the educational scene as it exists in West Bengal. Across the entire country, a marked decline in social discipline and a weakening of the moral fibre is greatly noticeable. As is only to be expected, such infirmities have affected the educational milieu too. However, compared to the conditions prevailing in most other States, West Bengal is still an oasis of stability. Good or bad, this stability has been, over of the past decade and a half, the dominating factor in the educational sphere. It is not that all expectations have been fulfilled, nor that there are no major imperfections in the arena of education. But little will be gained if in the calculations about what is feasible of achievement and what is not in the State in the educational field, the environmental circumstances are ignored, or the community induced to suffer from a feeling of inferiority vis-a-vis the other States. Many disappointments have been experienced; that the picture is blotted by many negative elements cannot be denied either. But the positive achievements need not to be scoffed at. A great deal more should be achievable in the course of the coming decade if different sections of the community, including those who straddle the political spectrum, could be persuaded to enter into a concordat on optimum educational goals and the modalities of reaching those goals.

CHAPTER ELEVEN

Selection and Training of Teachers and Examination Reforms

11.1 The availability of infrastructural and other facilities cannot by itself ensure an improvement in the quality of teaching at any level. The standard of teaching mostly depends on the standard of teachers. The Commission would like to place here a number of suggestions before for the consideration of the State government.

School Appointments

11.2 The procedure for appointment of primary school teachers in the State ought to be reviewed. These appointments have of course to be decentralised for obvious reasons. Given the huge number of schools and the unpracticality of inter-district transfers in the case of primary school teachers, the principle of local recruitment can hardly be deviated from. But rigour has to be introduced in the mode of selection and appointment. Block-wise panels may be prepared by a selection committee referred to in Chapter Three to be presided over by an academic person nominated by the District Primary Education Council. This committee is to include a representative each of the local *panchayat samiti*, the District Primary Education Council and the district inspectorate of schools, and at least two teachers of established standing and reputation residing in the block. In view of the generally satisfactory remunerations now received by a primary school teacher, it is for consideration whether the minimum qualification for a primary school teacher should not be a graduate degree. This change cannot perhaps be brought about immediately, but the objective should be kept in mind.

11.3 The problem of training teachers who are already in position deserves to be separately examined. The District Primary Education Council, which for various reasons has till now had a relatively passive existence, should perhaps maintain a close organic link with the standing committee on education of the Zilla Parishad. Whatever form this linkage takes, the District Council should be assigned the responsibility of organising district-level intensive training courses, conceivably of a month's duration. The number of primary school teachers in a district may well exceed eight thousand; even if such programmes are organised throughout the year, it could therefore take even three years to complete such crash programmes. Since primary schools carry on the average three teachers on their roll, the deputation of one teacher for the training programme for a month will not greatly upset the teaching schedule. In any case, a teacher who returns from such a training course can be expected to contribute a great deal toward improving the quality of teaching. Newly recruited teachers too should go through the mill of a training course. It may also be made obligatory for a teacher, to join, at the end of every five years, a refresher course again of a month's duration.

11.4 No primary school teacher should be permitted to engage in any other part-time or full-time economic activity. The recent legislation passed by the State Legislative Assembly to the effect that a full-time functionary of the *panchayat* bodies must take leave from any salaried position he or she might have been occupying is a measure in the right direction, but its interdict should also embrace the *gram pradhan*. There should be an explicit provision in the rules for recruitment of teachers precluding them from combining teaching with any other gainful activity.

11.5 The recruitment of teachers in government-aided secondary and higher secondary schools is currently done by the school authorities themselves. However, the procedure of recruitment is laid down by the department concerned of the State government. The minimum requisite qualifications for recruitment are also indicated by the government. Candidates have to

be selected from those sponsored by the local employment exchange, and the selected candidates are given appointment with the approval of the district inspectorate.

11.6 Several individuals and associations appearing before the Commission have deposed that this system is defective, and has given rise to malpractices and lack of uniformity in the process of selection. The district inspectorate, partly because it is burdened by other work and partly for other reasons, plays only a marginal role in the recruitment of teachers. The decision of the managing committee is in effect final, and this decision is often vitiated by extra-academic considerations. With the very substantial improvement in the emoluments of school teachers at all levels, the attraction of such employment has increased considerably. The Commission has heard stories of monetary aggrandisement on the part of members of the school management—both individually and collectively—as well as by others at the time of recruitment of teachers, giving rise in its turn to other malpractices. Sustained social campaign against such malfeasance is a must. The Commission is however aware that it is not a problem of rigid exercise of vigilance on the part of the community alone. It sees some merit in the suggestion that the solution lies in the setting up of a School Service Commission along the lines of the State College Service Commission. It at the same time has to take cognisance of the reality that primary teachers need to be recruited locally and cannot therefore be brought within the purview of any State-level service commission. The function of the suggested School Service Commission may then be confined to the selection of secondary school teachers only.

11.7 But the problems should not be underrated. The College Service Commission has to recruit teachers for hardly 300 colleges. Even so, there have been complaints of delays and other difficulties. Recruiting teachers for over 10,000 secondary and higher secondary schools all over the State will be a stupendous task for a single School Service Commission. The need clearly is for a decentralised framework. According to one proposal, the School Service Commissions could be established to start with on a regional basis, and follow the pattern of decentralisation the Board of Secondary Education conforms to.

District School Service Boards

11.8 The Commission however feels that a half-way house such as Regional School Service Commissions may be bedevilled by more problems than they will be able to solve. The average number of teachers to be recruited in secondary schools each year could well spill beyond one thousand. This stupendous load Regional School Service Commissions may fail to cope with. It would therefore be wiser to proceed with decentralisation all the way, and establish a School Service Board for each district. An academic person, to be recruited by the State Public Service Commission, should be the full-time chief executive of each District School Service Board; it should have on it representatives of the Zilla Parishad, the Board of Secondary Education, the Council of Higher Secondary Education, the District Inspectorate of Schools, and a minimum of two educationists selected by the Directorate of Secondary School Education in consultation with the Board of Secondary Education and the Council of Higher Secondary Education.

11.9 There are residual problems unlikely to go away merely with the setting up of District School Service Boards. One drawback of the present system of recruitment is that the employment exchanges always go by seniority in registration alone, and often fail to sponsor thereby the right type of candidates. Allegations of malpractices are not non-existent here either. One solution may be to select candidates through open advertisement, the minimum precondition being registration with the employment exchange and possession of a B.Ed. degree. The Education Department should lay down the principles and procedures of recruitment in a detailed manner for the guidance of the District School Service Boards, with particular stress being laid on the need to test the aptitude of candidates for teaching. This also implies rationalisation and strengthening of the District Inspectorate. The Inspectorate should be in a

position to report on the quality of teaching on the part of the newly recruited teachers and offer concrete suggestions to the School Service Board on the specific attributes the Board should look for in a teacher.

11.10 In any event, the School Service Board should be in a position to benefit from the experience of the functioning of the State College Service Commission. The latter was established in 1979 with the purpose of ensuring uniformity in the selection and appointment of teachers in consonance with rules of recruitment laid down by the State government. The setting up of the Commission was in some sense complimentary to the 'pay packet' scheme for colleges introduced at about the same time. The College Service Commission has done commendable work during the past few years. At the same time, it has also had its share of criticism. Such criticism has been voiced, on a fairly wide scale, in the depositions made before the Commission. A majority of the principals who had responded to the sample survey organised by the Commission (see Appendix 8.1) also indicated that they were either only partly satisfied or not at all satisfied with the functioning of the Commission. Discontent stems primarily from two sources : first, the delay in postings, and second, doubts over whether the postings are done strictly according to norms. The Public Service Commission is responsible for selection and not for posting, which is done by the government department concerned. Not that allegations of favouritism and bias have not been made and are not being made with respect to postings decided directly by the government as well. It is however less than sound policy to make the same agency responsible for both selection and posting.

11.11 One suggestion made to the Commission is worth considering : the College Service Commission may henceforth be responsible only for selection. A panel of selected candidates for appointment in different subjects and areas of specialisation will be prepared and published by the CSC : the panel will also give the order of merit of the candidates so selected. Colleges will make their own appointment from within this list, after notifying the vacancy and selecting one of the candidates from the CSC panel responding to the college advertisement. The order of merit recommended by the CSC must not be flouted while making the appointment. Such a procedure will avoid delay, and also minimise the possibility of a candidate not joining the post after selection or, as sometimes allegedly happens, of the college authorities not following the CSC's order of merit. The proposed change will, the Commission believes, enhance the credibility of the College Service Commission.

11.12 The guidelines issued by the University Grants Commission may be consulted for determining the period for which each panel selected by the CSC should remain valid. A candidate who has passed the test of eligibility should be allowed to move from one college to another without going through a fresh interview as is the practice at present. A similar procedure should be followed for recruitment and appointment of college principals.

11.13 The existing deficiencies in the functioning of the College Service Commission partly result from lack of requisite infrastructural facilities. Arrangements should be made for having regular sittings of the Commission. It is equally important that members of the Commission are persons of academic stature. The Chairman of the Commission, for instance, should be an individual who could qualify to be named as Vice-Chancellor of a university.

Training of Teachers

11.14 Certain observations are felt necessary at this stage on the training of teachers at various levels. The education of a teacher *qua* teacher starts from the day he or she joins the profession, and continues till the day he or she retires. But the process can be considerably helped by formal training, which should be continual and comprehensive rather than a once-over affair. All teachers working at all levels of education, from the primary to the university, should be formally trained to do their job with professional competence. For every group of teachers

there should be a main training course of an appropriate length, which should be followed up with supplementary programme and refresher courses at regular intervals. There should also be coordination between the training programmes at different levels.

11.15 The system of teachers' training as it is at present is neither comprehensive nor well-coordinated. Besides, classroom practices reflect little of whatever training is imparted. As of now, the State has separate institutions for training of teachers belonging to technical institutions and for training teachers of physical education, apart from the general training course in universities and affiliating colleges. There is also a separate Institute of English. There are twentyfive (seven government and eighteen non-government) training collges, four government colleges for teachers of physical education, twenty teacher training B.Ed. departments in non-government colleges and fiftyseven basic training institutions for primary school teachers having a capacity of training around 4,000 teachers annually. The Drawbacks in the existing arrangements are summarised below:

- (a) The different training colleges are affiliated to different universities and sometimes follow different syllabus. Such possible lack of uniformity can lead to a number of practical difficulties, since teachers trained by those colleges are required to teach according to the same syllabus in the different schools;
- (b) The training colleges do not follow a uniform staff pattern. Some of them have 20 teachers or more, while the rest make do with a skeleton staff of four or five wholetime teachers, assisted by a few part-time lecturers. This invariably tells on the quality of teaching;
- (c) The sizes of the training colleges vary greatly, the capacity ranging from 50 to 300 trainees per college. Besides, the number of teachers that pass out of these institutions every year far exceed the number that the existing school system can absorb. The result is a regrettable loss of trained man-power and a corresponding increase in the number of educated unemployment;
- (d) The training itself is treated as a formality. In-service teachers undergo it in the hope of earning an increment and freshers go through it for improving their qualifications. According to reports, there is no qualitative difference in the performance of trained and untrained teachers;
- (e) The greatest and most alarming deficiency is that the training courses are almost irremediably dated. Having been drafted during the British days, quite a few of them have nearly lost their relevance to the teaching-learning situation as it obtains in our schools. If anything, they turn our teachers into *status-quoists*. The syllabi are mostly pedagogical and contribute little towards improving the efficiency of classroom teaching.

11.16 The total teaching-learning scene has changed past recognition over the years since Independence. The number of pupils, and consequently those of teachers and schools, have increased phenomenally. A class that used to accommodate hardly more than 40 boys or girls in the earlier days must now make room for more than seventy. The universal literacy campaign has begun to show such unmistakable sings of success that sooner than later, the authorities will either have to admit about 100 pupils per class even at the primary level or open a huge number of new primary schools. Whatever the decision taken, the teachers' training courses have to face a challenge.

11.17 While all levels of education have some problems in common, each level understandably presents some unique issues. The irrelevance of our training programme becomes apparent as soon as it is noticed that, while, as just mentioned, these vary with the universities

that draft them, they do not vary at all with the various levels of education. In other words, the secondary and higher secondary teachers are being offered the same undifferentiated courses.

11.18 A special mention should be made here of the Institute of English, whose potential remains grossly under-utilized. It runs four-month courses leading to the Diploma in English Language Teaching (DELT) only for school teachers, but none for college and university teachers in English. Because the advance increments that used to be given to teachers who completed the DELT course successfully have now been withdrawn, the enrolments with the Institute have fallen drastically.

11.19 Against this background, we propose to make the following recommendations :

- (i) There should be a separate training programme for each level of education. Each programme should have two equivalent but separate courses for pre-service and in-service teachers. The course for the pre-service teachers may be of a relatively general nature, but the one for the in-service teachers should be specifically formulated to handle the problems that each course member is confronted with in his/her own school; our schools have a great many problems in common, yet each one of them, depending on where its location and the background of its pupils, is faced with some singular problems. In order that the teacher concerned may be enabled to act on his or her own and find his or her own solutions, the teacher training him or her should have the freedom to innovate. The main emphasis however should be on the method of teaching and the content of individual subjects.
- (ii) The number of basic training schools is very limited. A large proportion of primary school teachers actually undergo the B.Ed. course designed for secondary teachers. This practice should be brought to an end. The training programmes for this different categories of teachers must be designed separately. In-service teachers should be offered training relevant to their area, while pre-service teachers offered a choice. One part of the syllabi should stress on the aspect of motivation as being basic to effective teaching.
- (iii) While no ground exists for ignoring the theoretical basis of a training programme, for some time to come, taking into account actual classroom situations, intensive 'practice teaching' should get maximum importance. Specialised institutions like the Science Training Institute and the Institute of English must be utilised to the fullest extent to train teachers in the respective fields.
- (iv) In order to make practice teaching more effective, it is desirable to attach a few neighbouring schools to each training college; it is also for consideration whether the duration of such practice teaching should not be lengthened.
- (v) The system of examinations in training colleges should be reformed. The trainee teachers may be required to submit a term paper after the completion of a particular course. Lifting from note books in the term paper or answer-scripts should be discouraged. A system of feed-back from the trainees to their teachers may be introduced. Research should be encouraged in the university departments of education; the university departments and the State Council of Educational Research and Training should correlate their research activities with the problems of teaching and teachers' training in the State.

The Evaluation System

11.20 The Commission considers this to be the proper place for appending a few observations on the nature and method of evaluation of the performance of students. The

accuracy of evaluation, there is no question, depends largely on the sincerity of teachers. If teachers feel responsible in performing their duties conscientiously and try to evaluate answer-scripts with care and accuracy, many of the blemishes in the examination system that currently prevail will disappear. It is not without significance that a majority of students, teachers and principals canvassed in the sample survey of colleges sponsored by the Commission have pinpointed 'erratic marking' as the most important deficiency in the present evaluation system (Appendix 8.1).

11.21 Faulty marking, it can however be argued, is not always the result of carelessness on the part of the examiners as such but is inherent in the system of education itself. Two basic deficiencies of the present system are, first, excessive emphasis on learning by rote and a terminal examination for testing such learning, which decides the fate of a student once for all, and, second, excessive stress in paper-setting on questions the evaluation of answers to which is to a great extent subjective, allowing scope for a wide margin of variation in assessment.

11.22 At the primary stage, the first defect is the most widespread, and the procedure of continuous evaluation was introduced to by-pass it. As far as the Commission has been able to assess, such evaluation has not been altogether successful till now, partly on account of the unfavourable teacher-student ratio and partly because of imperfect orientation on the part of teachers. Were these problems overcome through suitable measures, evaluation could become a constructive process, contributing thereby to better learning. A terminal examination at the end of the primary stage has been advocated by many for assessing both the achievement of students and the quality of teaching. Such an examination however could actually lead to an accentuation of drop-outs. Besides, rejecting children at the terminal point of primary education, and not to provide them with the opportunity to pursue education at least up to Class VIII, will be contrary to the Directive Principle of State Policy enunciated in Article 45 of the Constitution. The Commission would be in favour of an internal test by the schools at the end of the primary stage rather than an external examination. The emphasis should continue to be on the quality and frequency of internal evaluation. Once the quality of teaching improves, continuous evaluation is also likely to gain in quality. If such evaluation suggests that a student should be kept in the final year of the primary stage for an extra year, provision may be made for such a temporary detention. Once the quality of teachers and teaching improves and the systems of continuous evaluation is applied correctly and comprehensively, the need for such temporary detentions, the Commission hopes, will disappear.

11.23 Unfortunately, the two problems of evaluation referred to above are widely prevalent even in the secondary stage. A drastic change in the pattern of paper-setting is obviously called for along with a change in the content of teaching. In the view of the Commission, the questions should be designed primarily to test the student's comprehension and ability to express thoughts and ideas clearly and logically. This would involve a programme of reorientation as much for secondary school teachers as for paper-setters. Such programmes should be organised by the Board of Secondary Education and the Council of Higher Secondary Education with the help of experts from the National and State Councils of Educational Research and Training.

11.24 It is also necessary to take into account problems arising out of increasingly large numbers of examinees. The number of those who sit for secondary and higher secondary examinations is going up with each year and has reached such a level that a centralised system of examinations is totally non-viable. The Board of Secondary Education has taken certain steps toward decentralisation by setting up zonal offices. The Council of Higher Secondary Education is being persuaded to move in a similar direction in view of some unfortunate occurrences connected with the announcement of results for the examination held in 1991. In spite of these measures, the problem of incomplete results and complaints of unfair evaluation are likely to

persist. Decentralisation of the Board's and the Council's activities, the Commission feels, has to be carried out in a much thorougher manner. The zonal offices should be made responsible for all functions except for paper-setting and the scheduling of the examination time-table. The number of zonal offices should be increased, and each such office should be headed by a responsible officer with authority delegated for major decision-making. There should also be appropriate devolution of funds to these offices. The Council and the Board will, in the changed context, be responsible primarily for general formulation of policy and supervision and monitoring.

11.25 In the case of higher education, the management of examinations poses a much more complex issue. The Board of Secondary Education and the Council of Higher Secondary Education each has to handle only one major public examination every year. The University of Calcutta is however required to hold annually as many as 655 public examinations. The office of the Controller of Examinations has become the largest department of the university, and holding of examinations has all but crowded out research and other academic activities. This problem, while not as acute, exists in the other universities as well. Were the university relieved of the responsibility of holding B.A., B.Sc. and B.Com. pass degree examinations, while the number of examinations will go down by only three, the number of examinees will decline very considerably, thereby reducing the administrative load of the universities. The Commission's specific recommendations in this matter are mentioned in Chapter Nine.

Examination Reforms

11.26 A number of suggestions have been placed before the Commission concerning examination reforms at the stage of higher education. One such suggestion is that while papers may be set by the university for the bachelor level examinations, the answer-scripts may be evaluated in the colleges. A pass bachelor's degree is at present not sufficient for pursuing higher studies. It is however the minimum qualification needed for certain jobs and for appearing in a number of competitive examinations. After the internal evaluation system is introduced, prospective employees will in due course find out which colleges evaluate their students fairly and impartially. Students too will discover which colleges equip them better for future careers. The imperfections and anomalies that may crop up initially are likely to be ironed out over a period of time. Once the new system gets established, subsidiary papers offered by Honours students may also be evaluated internally in the colleges. Centralised assessment will then take place only in the case of the Honours courses. The administrative department concerned in each university will in that case be in a position to devote greater attention to the selection of experienced, conscientious and competent paper-setters and examiners, and ensure prompt publication of results. With the exception of Jadavpur University, which has no affiliating colleges, the other universities could consider adopting this overhauled pattern of examinations.

11.27 An interesting alternative proposal, which also implies a significant change in the structure of university curricula, has been broached before the Commission. The present division between Pass and Honours course students is, it has been maintained, undesirable and should be abolished. Instead, following the practice of several universities outside West Bengal, all students will appear for a Pass examination at the end of two years. Depending on their performance in this examination, some of them will be permitted to study at the Honours level for one year on one of the subjects offered by them at the Pass examination, and the Honours examination held at the end of that year. The proposal is however beset by a number of difficulties. First, there is a danger that an Honours course of one year only will either lower the course content of the Honours subject or call for an unfeasible upgrading of that of Pass subjects. Second, to ensure that students receive instruction for the full period of one year, the publication of the results of the Pass course examination must be prompt, preferably within one month following the completion of the examinations. This could present difficulty, particularly where the number of examinees is large. Third, since the results of the Pass examinations are of

crucial importance for higher studies, these must continue to be handled by the universities; consequently, their burden will remain as onerous as it is now.

A State Council of Undergraduate Examination

11.28 There is a third alternative thought. A State Council of Undergraduate Education could be established, and the undergraduate examinations of all the universities in the State (barring the Jadavpur University and of course Visva Bharati) brought under its jurisdiction. The Council may constitute a number of zonal bodies, which will be responsible for holding the undergraduate examinations on a regional basis, while paper-setting and preparing the examination time-table will be the responsibility of the parent body. This proposal, if implemented, will mean that while the undergraduate degrees will still be awarded by the universities—with examinees in one zone receiving the degree from the university located in that zone —, the universities will be in a position to offload the burden of holding examinations. But an important pre-condition for such a reformed system is the uniformity of undergraduate courses of all the universities.

11.29 Of the three proposals, the third appears to be the most attractive to the Commission, as it promises to decentralise effectively the entire system of undergraduate examinations and thereby allow the universities to concentrate on post-graduate teaching and advanced research. The importance of unification of undergraduate courses cannot however be underrated. The change-over therefore has to be gradual, and each university should be given enough time to adjust to the new arrangements.

11.30 A residual problem will still be there. A radical change must occur in the pattern of paper-setting and evaluation. The existing pattern of question-setting necessitates long essay-type answers. The pattern has remained unchanged over the years and has encouraged subjective evaluation. It has also created a habit among students to memorize without comprehension. Experts and specialists, including both undergraduate and post-graduate teachers, should be invited to advise on a new modality of question-setting which should partly stress objectivity and partly be analytical, with accent on 'problem-solving', and designed to test comprehension and clarity of expression, rather than the ability to narrate the maximum number of 'points'. A change of this nature is likely to have, even if indirectly, a beneficial effect on the quality of teaching. Teachers will no longer be able to get away by dictating stereo-type notes, and will have to take pains to ensure that the students indeed comprehend the subject they are supposed to be instructed in.

CHAPTER TWELVE

Distance Education, Libraries, Supply of Text-books

12.1 Developments in the field of education in the country—and in this State—during the past four and a half decades has imparted one significant lesson : education cannot be kept confined to within the boundaries of a formal institutional system. If the Directive Principle of State Policy as set out in Article 45 of the Constitution were to be complied with, children in the age-group of 5 to 14 years should have been provided with free and compulsory education by 1960. That goal continues to elude the nation by a long stretch. Obviously, the conventional system of education has been unable to cope with even the minimum basic demand for universal primary education within a reasonable time-frame. Introduction of non-formal education as a supplement to formal education is a recognition of this basic fact. As primary and secondary education spreads, the demand for higher education grows correspondingly. Here too, at some point of time the need to supplement the traditional institutional system becomes too insistent to be denied. A society where the general level of awareness heightens with every day cannot ignore the demand for higher education coming from those who have failed to be accommodated in the existing academic structure. The reasons for this system's failure exist on both sides. Students may fail to enter colleges or universities due to personal difficulties, because of the immediate need to earn a living, or on account of unsatisfactory performance in the last public examination they had appeared. The existing educational system in its turn has a fairly rigid structure and cannot adjust itself to accommodate students who need to combine studies with earning a living or pursuing a profession or vocation; nor can it expand itself sufficiently to take in all those who have passed the qualifying examinations. A numerical parity, for example, between the aggregate capacity in the colleges and the total number of students passing the higher secondary examination is, as is well known, non-existent.

Distance Education

12.2 In several countries, this problem of post-school education has been tackled by setting up a supplementary system, which is nowadays defined as distance education. The commonest form of distance education is the system of correspondence courses. A few Indian universities have been experimenting with such courses, the next stage of which is the so-called open university system. There are also a host of private institutions running different types of correspondence courses, preparing trainees for either university examinations or admission tests for entry into different services. While some of these courses admittedly enjoy a deserved reputation, a considerable number amongst them are, to say the least, of doubtful academic worth.

12.3 The manner these courses are run by private institutions perhaps explains the scepticism on the part of many about their intrinsic value. Operating a correspondence course of a satisfactory academic standard is in a sense more difficult than delivering lectures in a classroom. A team of experienced and competent teachers is needed to prepare any worthwhile course material, which should be so designed as to enable the student to acquire the requisite knowledge and skill through a process of self-learning.

12.4 Aware of the hiatus that is there, the University Grants Commission has been supporting the expansion of correspondence courses. It is equally favourably disposed toward the concept of an open university. The Indira Gandhi National Open University has been sponsored by the UGC.; a couple of other such universities at the State level have also received its blessings. According to one point of view, distance education is actually better than classroom teaching; while the quality of classroom teaching varies and many students do not have the

opportunity to be exposed to good teaching, in correspondence courses and the open university system each student receives an identical package of course material prepared by competent teachers.

12.5 Elsewhere we have argued for certain procedures of entry into higher education strictly on the basis of merit. Our main consideration is both to minimise the waste of critically short resources and to encourage a fair number of young persons to enter different streams of technical and vocational education which may enable them to earn a living after they have been provided with the opportunity of a well-rounded school education. It is here implicit that such students are, for whatever reason, unable to qualify for 'traditional' higher education. At the same time, merit can often be gauged only imperfectly from the results in public examinations. There are also instances of otherwise meritorious students compelled to go out of the stream of higher education due to exigencies of different kinds. It is only fair that society makes some provision for them so that they do not miss the bus altogether. In view of the financial crisis affecting both the Union and the State governments, there will be few scope in the immediate period for establishing a large number of new colleges or universities. The opening of new correspondence courses assumes a major significance in that context.

12.6 The financial burden of such correspondence courses are normally borne by the students themselves and the courses are self-financing. The Commission for Planning of Higher Education in West Bengal (the Bhabatosh Datta Commission) had, it may be recalled, recommended the introduction of correspondence courses as a first step toward the establishment of an open university in the State. It had also suggested a number of measures for facilitating the introduction of such courses.

12.7 Ten years have elapsed since the submission of that Commission's Report. Student pressure has increased enormously in the course of this decade. In the circumstances, we would recommend that steps be initiated to persuade one of the universities in West Bengal to introduce a full-fledged correspondence course as early as possible. The choice of the university may be left to the judgement of the government. A systematic correspondence course requires the breakdown of the intended content of each subject into suitable modules. An experiment of this nature, it is to be hoped, will be of value for initiating reforms in class-room teaching too and the two methods may thus become supplementary to, instead of being substitutes of, each other. Distance education is being successfully practised in other countries and there is no reason why it should not also succeed in our case. Two pre-conditions will, in our view, however need to be fulfilled : (a) before the course is introduced, details of the course material and teaching methodology should be carefully worked out by a team of experts; and (b) teachers participating in the programme are properly motivated. Once a certain volume of experience has been gained, similar courses may be introduced gradually by the other State universities too.

12.8 The introduction of the correspondence course is the first step toward an open university. This is a fairly novel experiment started in the United Kingdom in the 1970's. The open university formula combines distance education with contact hours, library facilities and audio-visual aids. It also contemplates making use, as much as possible, of the electronic media. The unique feature of an open university is that it opens up opportunities even to those who dropped out of the formal education stream before reaching the minimum qualifying stage. It thus combines both distance education and classroom teaching in a manner which brings higher education within the reach of a large and varied group of people.

12.9 Of the open universities till now functioning in the country, the Indira Gandhi National Open University (IGNOU), established in 1985, currently organises 11 study centres in West Bengal. It offers a wide variety of courses ranging from B.A./B.Com./B.Sc. to a number of diploma courses in management, and a diploma course in higher education as well. The

medium of instruction is English for most of the courses. In 1991-92, total enrolment had reached close to 3,000; the most popular course appeared to be for the diploma in management.

12.10 The concept of an open university thus seems to be catching the popular imagination, and, in so far as it helps to fill a vacuum in the spheres of vocation and higher education, this development is to be welcomed. However, in view of the acute shortage of funds and the potential of the open university at the national level not yet being exploited in full, the establishment of yet another such university at the State level may not be advisable for the present. Adequate arrangements should rather be made to make greater use first of the opportunities provided by the IGNOU.

Libraries

12.11 Corresponding courses fill an important gap in the educational system. A similarly significant role, or perhaps an even more crucial one, is filled by libraries. The Educational Commission, 1964-66 (the Kothari Commission) had endorsed the recommendations of the Advisory Committee on Libraries concerning the establishment of a network of public libraries throughout the country. 'School children', the Commission asserted, 'should be integrated in the system of public libraries' (Report of the Kothari Commission, 1970 edition, p. 801) which should be stocked with reading material of appeal both to children and neo-literates. A library movement, which has over the years taken strong roots, has tried to mobilise public opinion in the State so that developments along the lines suggested by the Kothari Commission could take place. Besides, Bengal has had a tradition of public libraries through private endowments, although the reach of such libraries did not proceed beyond certain social strata. In more recent years, the State government, increasingly aware of the relationship between the reading habit of students and the assimilation and retention of knowledge on their part, has vastly expanded the number of public libraries, especially in the rural areas. (See Appendix 12.1) for a detailed list of public libraries in the different districts of the State. All this still amount to scratchings of the surface; a great deal of work awaits to be accomplished.

12.12 In the vast majority of schools and colleges, the allocation of funds earmarked for libraries is inordinately low. Most colleges do have libraries, but quite a few of these function only in name. Whatever facilities exists are painfully under-utilised and inadequately maintained. The situation is much worse in schools. Class libraries are non-existent; in several instances, a school library is as good as non-existent too. Very often not even a separate room can be spared for locating the library; books that are available are perhaps carelessly heaped in an almirah located in a corner of the headmaster's room, or in the room where the teaching staff relax, or in the school office. The post of librarian is sanctioned rarely for a school; and in case it is sanctioned, the pay and allowances attached to it are below those for the teaching staff. Since grants for libraries are either perfunctory or none, the accretion of books is few and far between. The skyrocketing of the price of books in the recent period has dealt a further blow, and has as good as stopped the purchase of new books in both schools and colleges. And for all types of libraries, the drastic devaluation of the national currency last year has put paid to their hope of replenishing the stock of imported books.

12.13 In the small district towns and in the countryside, largely because of the efforts put in by the State government, there has of late been a major increase in the number of public libraries. But achievements still fall short of requirements. A network of rural libraries can create an ambience for learning beyond what is possible through instruction in classrooms; it opens a new vista for those who till now are left in the cold. The availability of such a network is crucial at the present moment, when the universal literacy movement has caught on in the State and post-literacy campaigns have to be enlarged and intensified. Rural libraries and reading rooms are strategic instruments for ensuring that neo-literates do not lapse into illiteracy. Unless

the latter can be motivated to inculcate the reading habit and provided with the opportunity to gather knowledge and information on their own, the gains from the universal literacy campaign will be mostly illusory.

12.14 The lack of funds is one main reason for both the non-establishment of libraries in yet larger numbers in rural areas as well as for the poor functioning of those that have been set up. There are other reasons too. The authorities should take a closer look at the kind of books that are usually purchased with State funds in the public libraries that are already there. A considerable proportion of these books panders to the taste for idle reading in indolent afternoons in middle class households. Lobbies of publishers are hard at work to sell to the libraries fiction of indifferent quality and light literature of ephemeral worth. Books which could broaden the mind of children and help them to explore fresh frontiers of knowledge on their own, and material which could sustain the interest of neo-literates and goad them into further learning, are both by and large missing. All this has to change. If in enforcing such changes, the State government has to alienate certain groups of vested interests, it, the Commission believes, has the moral right to do so.

12.15 Apart from augmentation of funds and better use of such funds, there is a necessity to make the staff of the public libraries more aware of their social responsibilities. Their attention may be invited to the phenomenon of thousands of young people rendering voluntary service in the universal literacy campaign with results that are electrifying; a similar spirit of dedication on the part of those associated with rural libraries could make an immense success of the post-literacy movement. Provided their involvement is earnest, it may even be possible to raise local contributions for buying additional books and documents that could help the campaign.

12.16 The focus should be on the establishment of a central library at the block level which may offer support to school libraries as well as to reading rooms intended for neo-literates. This central library may set up a mobile service which visits every village in the block at least once a week and lends whatever books and other literature are in demand or considered worthwhile. Teachers and students of primary schools need to be instructed in the use of this facility; their example could persuade the neo-literates too to accept the fare offered.

12.17 The physical facilities available for school and college libraries need to be greatly improved. Each school or college should have for it a post of a trained librarian sanctioned; the individual selected for the post must be given the same scale of pay and allowances as is offered to a member of the teaching staff. Once these essential changes have been introduced, the emphasis should then shift to 'library-centred' education, more or less a variant of learning by doing. In the idealised format of this kind of education, the teacher in the classroom merely acts as a catalyst between the learner and the process of learning; at a point of time, the teacher withdraws from centrestage; he or she ceases to act as the learner's crutch, and instead demonstrates to the student how, with the help of literature available in the library, information could be acquired, absorbed and transmuted into knowledge. The teacher leads the learner to the school or college library, and, with support from the library staff, shows him what search for necessary literature implies, and also how reference material needed can be found and used. On the basis of the work he or she does in the library for, say, a week, the student perhaps prepares an assignment and submits it to the teacher for assessment. In this format of instruction, the staff of the library play a vital part, and almost supplant the teacher.

12.18 This idealised picture is removed a very wide distance from what actually obtains in our schools, colleges and universities. Inadequate funding and the lack of proper books and other material are of course a major problem, but, let us repeat, not the only one. What keeps the student—and even some teachers—from using the library is perhaps an obsolete and unreformed

examination system and the *bazaar* guide, each supporting the other. Education, as much in the country as a whole as in this State, has to be rescued from this sordid state of affairs.

12.19 Reforms should start with post-graduate examinations. In such examinations, it should, for example, be obligatory for each candidate to write one long essay or dissertation in each academic session on a subject to be decided in consultation with the faculty. The essay will call for consultation by the student of books and journals in the library. The members of the faculty and the library staff will provide the student with bibliographical help for the purpose. The assignment should be duly assessed, and the record of assessment credited to the student's final examination result.

12.20 The reform suggested here may, at the subsequent phase, be extended to the undergraduate level too. Since facilities will be limited, a number of colleges within well-defined areas could here too constitute a 'cluster'. Each cluster will set up an inter-library loan system to facilitate exchange of books and, more importantly, of journals. Where travel between the cluster colleges does not involve any length of time, a central library could be located in the cluster ; or the nucleus of such a library may already be there in the form of a district or subdivisional library. If neither is the case, a central library may be located in a college within the area reasonably accessible to the other colleges belonging to the cluster.

12.21 The authorities should, in addition, consider establishing a number of mobile units attached to the central library to cater to the requirements of schools and colleges in non-urban areas. The latter will borrow books and journals, through the courtesy of these units, from the 'central' library and in turn lend, through it, books and journals to neighbouring institutions which may requisition them. Such an arrangement may, as of now, appear to be a day dream, but, then, dreams are often the precursor of concrete achievements. The Commission will urge the State government to ensure that every new school building has provision for a library having reading room space for at least 50 students and 10 teachers, stacking space for at least 10,000 books, space for a circulation counter, a library catalogue, and audio-visual materials. The cost of construction can be considerably brought down if, as suggested elsewhere in the Report, low cost housing methods experimented with in Kerala and Karnataka are adopted in this State.

12.22 While advancing development grants to existing schools, the subject of library development ought to be kept to the fore. Every school may also consider addressing appeals to its former students and affluent persons in the neighbourhood to contribute generously to the school's library fund; a matching grant may then be sought from the State government.

12.23 In the context of prices of foreign books and journals soaring beyond reach following the adoption of the so-called new economic policy on the part of the Union government, the State government should approach the Centre to agree to release foreign exchange at considerably subsidised rates for the import of approved categories of foreign books and journals. While the subsidy called for will be relatively small from the point of view of the authorities concerned, its contribution to non-interrupted, free flow of knowledge will be immense.

Supply of text-books

12.24 The selection, production, pricing and distribution of text-books have posed major problems in recent years. The supply of free books in the State at the primary stage has given rise to a whole number of issues, but difficulties have cropped up at other levels as well. The State government undertakes the distribution of primary school books through block level *panchayat samitis*, while the printing of such books is mostly done, under arrangement with private publishers. In the process, organisational difficulties crop up at many stages. Books are not been printed on time, or printed in insufficient number. The despatch of books from

Calcutta to the districts, and from district headquarters to the *panchayat samitis*, is often delayed; books have also been known to get damaged or destroyed because of unsatisfactory storage in Calcutta, the district headquarters and the villages. Given the inertia of the system, awareness about the importance of reaching books in time and in adequate numbers has not percolated at all levels. Publishers who have signed contracts have sometimes reneged on their commitment, and sometimes demanded re-negotiation of terms before agreeing to supply copies. They have on other occasions maintained that the failure of the State government to supply approved quotas of paper at subsidised rates have caused them difficulty. Attention has also been drawn to the denial of bank finance to them at advantageous rates of interest, since book publishing is not considered an 'industry' by the Government of India. On the other hand, allegations have been made, and sometimes substantiated, of leakage in the market of school text-books intended for free distribution and their sale at a price, both openly and surreptitiously, by booksellers and publishers. This practice is reported to be particularly rampant with secondary and higher secondary level text-books, sponsored by the State Secondary Board of Education and the State Council of Higher Secondary Education, that are supposed to be sold at a subsidised fixed price. Supply of such books has frequently failed to keep pace with demand at the commencement of the academic session: publishers under contract, it has been alleged, have defaulted on stipulated deliveries to the State government and sold an indeterminate number of copies at an exorbitant price under the counter. A widely reported practice is of insistence by some booksellers that the sale of a text-book is contingent upon agreement to buy, again at an exorbitant price, a so-called 'help-book'.

12.25 Whether the publishers have been more sinned against than sinned, or it is the other way round, can be debated. A section of publishers and book-sellers, blinded by the profit motive, have no doubt behaved abominably; by their act they have sabotaged the education of children, than which there can be no greater heinous offence. The arms of the law cannot always reach these offenders, and, even when these do, there are may loopholes they can slip through. An appeal may be made to the good sense of the publishers and they may be urged to weed out such elements from their midst. The State government may also be requested to step up its vigilance. Under existing legal and constitutional provisions, it will however be difficult to enforce a ban on the printing and sale of shoddy 'help-books'. Only social vigilance can eliminate the scourge. Sustained campaign on the part of students' organisations, as well as by representative bodies of teachers and other mass organisations, with active assistance from the media, is called for. It is on occasions such as this that attention should focus on the relevance of a social conscience.

12.26 There is however an equal need for rationalising procedures of distribution of books within the administration, including in the *panchayat* system. The schedules of production, contracts, printing, deliveries and distribution from Calcutta to the districts and further on to the *panchayat samitis* and, from there, to the schools, must be minutely planned in advance, and responsibility for overseeing and monitoring the work at each stage carefully assigned. There can be no escape from accountability here; dereliction of duty should be identified at all levels and suitably punished. At the same time, genuin problems, such as with respect to lack of storage capacity at district headquarters or in the *panchayat* premises, may be looked into. The State government may consider endorsing the representation of the publishers for bank credit at less than the normal rate of interest in the matter of finances for the production of text-books, and the Union government should be approached to direct the Indian Paper Corporation and other agencies to assign top priority to the release of paper for printing text-books.

A State Text-book Corporation ?

12.27 But in the emerging free market ambience, the publishers, or some sections of them, may continue to be tempted to cut corners and thereby subject school education in particular to great jeopardy. The demand has been voiced against this background to bring the

production of school and college text-books entirely within the ambit of the State sector as was recommended a quarter of a century ago by the Kothari Commission. Education, it is stated, cannot be allowed to be held in ransom by private profiteers. Given the State government's commitment to universalise primary education and spread the message of enlightenment to all levels, text-books, the most crucial raw material for learning, must be produced directly by it. The suggestion is accordingly proffered for the establishment of a text-book corporation under State auspices along the lines of what has been done in a number of States, such as Maharashtra and Bihar, in terms of the recommendations of the Kothari Commission.

12.28 The problems attendant on the supply of text-books in West Bengal do not however lie at the end of printing and production alone. As mentioned above, there are aspects of distributional malfunctioning within the administration itself, including a certain inadequacy of research in the preparation of text-books. The Commission nevertheless has examined the pros and cons of establishing a State text-book corporation. With the explosion of literacy in the countryside, crores of books will soon need to be printed; it is therefore essential to appraise the underlying issues with some care. The text-book corporation set up in Bihar has, according to reports, excellent physical facilities; but its record of text-book production till now is disappointing, and has been the cause of widespread public dissatisfaction. The agency functioning in Maharashtra is not a text-book corporation as such, but a State Bureau of Text-book Production and Curriculum Research. It was established in 1967, so that it has completed twenty-five years of existence. The Bureau currently prints more than 600 titles; the total copies distributed each year are in the neighbourhood of 5 crore. It operates on a 'no-loss no-profit' basis and its aggregate annual gross turnover is around Rs. 30 crore. It receives no subsidy, hidden or open, from the State government.

12.29 West Bengal can certainly learn a great deal from the experience of the Maharashtra State Bureau of Text-book Production and Curriculum Research. From the very beginning, the Bureau has operated on the principle of self-financing. What is significant is that it sells all books, including those supplied to the primary schools, on a 'cost plus' basis. Since, in West Bengal, a similar body, if set up, will have to supply books free of cost for primary schools, and some other books as well, the Maharashtra paradigm will obviously not work here.

12.30 The purpose of setting up a corporation with a separate legal entity is to enlarge the possibility of bank credit. In view of the conditions at present prevailing in the banking industry and the fiscal position of the State government, such accommodation is unlikely to be immediately forthcoming. Were the Union government not to include book production under the list of approved industries, the proposed corporation will have to pay a rate of interest to the banks close to 20 per cent or more. Heavy subsidies will therefore be inevitable; in view of the added burden of overheads of the newly set-up corporation and the expected much larger print orders in the next few years, such subsidy will keep increasing.

12.31 In the reckoning of the Commission, it is important to take into account another consideration. The organisational efficiency of the suggested book corporation, there is little ground for assuming, will be any superior to that of the other public sector undertakings in the State. The production of text-books for children is a most sensitive area of responsibility; the consequences of any sloth will devolve squarely on the State government.

12.32 The Commission will therefore suggest that the authorities should proceed with circumspection in the matter. A State Book Board already exists in West Bengal as a departmental agency. It at present concentrates on publishing specialised books, particularly in Bengali, for college and post-graduate studies. The Board could constitute the nucleus for expanding text-book production in the State under official auspices. To begin with, the Board of Secondary Education and the Council of Higher Secondary Education could be

transferred to the Board, which may open a separate wing for the purpose. Since few such books are distributed at below cost, the Board may gradually adapt itself to the skills and procedures adjunct to a 'no-loss no-profit' culture, and may also sell some of the books at a modest profit. Once it has gained sufficient experience and acquired a certain surplus of funds, it should be able gradually to embark on more ambitious activities, such as production of one or two primary level text-books on a mass scale. Meanwhile the very expansion of the activities of the State Book Board will help to exercise a moderating influence on the proclivity of publishers to rake up excessive profits and indulge in unconscionable practices. They will be well aware that, in case they transgress certain limits, the State Government might ask the State Board to step in and deprive them of some of their more profitable lines of production.

12.33 To facilitate the work of the Board, it may, as in Maharashtra, be registered under the Societies Registration Act as also under the Public Trust Act. The State government could also take it up with the Union government so that surplus funds it may generate are exempted from the purview of income tax. The Maharashtra Bureau places as much attention to the actual production of text-books as to curriculum research. Apart from an Academic Council to advise it, it has also an Advisory Council for Curriculum and Text-book Research comprising eminent educationists. It is for the State government to decide whether the West Bengal State Book Board should also be burdened with curriculum research or whether for the present this responsibility should continue to rest with the State Board of Secondary Education, the State Council of Higher Secondary Education, and the State Council of Educational Research and Training.

12.34 But, once launched along the trajectory, the horizon of the State Book Board will sooner or later have to extend further. As the mother tongue becomes the medium of instruction for the overwhelming body of students not just at the school level, but, over a period of time, for undergraduate and post-graduate studies too, the need for suitable text-books as well as specialised books in Bengali and the other local mother tongues will be increasingly felt. Many of these test-books will be written in the respective mother tongues, but a fair number will involve translations from other languages, including English. To plan ahead for such enhanced responsibilities will be a great challenge for the State Book Board. It should examine thoroughly the modalities of functioning of the Maharashtra Bureau. It should, in the opinion of the Commission, also extend its gaze beyond our borders and study in detail the process whereby, in the course of a bare four decades, the authorities in Bangladesh have succeeded in producing standard text-books of outstanding quality for post-graduate courses in arts, science and commerce, as well as for medical and engineering studies, in Bengali. There should be lessons here well worth absorbing.

APPENDIX 12.I

Government/Government Sponsored Public Libraries

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
COOCH BEHAR		
Block :		
	Coochbehar -I	12
	Coochbehar -II	11
	Dinhata -I	14
	Dinhata -II	7
	Haldibari	6
	Mathabhanga -I	10
	Mathabhanga -II	8
	Mekhliganj	7
	Sitai	4
	Sitalkachi	7
Post Office :		
	Coochbehar	1
Village (Town) :		
	Taterkuthi	1
	Tufanganj -I	11
	Tufanganj -II	8
	TOTAL	107

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
JALPAIGURI	Post Office :	
	alpiguri	8
	Alipurduar	1
	Mal	1
	Maynaguri	1
	Chakmoalani	1
	Hamiltongang	1
	Jateswar	2
	Nagrakata	2
	Amguri Bazar	2
	Kachua	1
	Prasannanagar	1
	Kamarvita	1
	Birpara	1
	Hatipata	1
	Sahebpara	1
	Bhutnirghat	1
	Ghugudanga	1
	Banarhat	2
	Chalsa	1
	Chaparerpar	2
	Mowamari	1
	Rangalibazna	1
	Chhotosalkumar	1
	Dhalikat	1
	Fulbarihat	1
	Helapakri	1
	Husluganga	1
	Gairkata	1
	Jalpesh Mandir	1
	Gopalbagan	1
	Baradighi	1
	Beltali Bhandani	2

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
JALPAIGURI	Post Office :	
	Danguajhar	1
	Kamakshyaguri	1
	Domohari	1
	Kumargramduar	3
	Bhaktinagar	1
	Debgram	1
	Manikganjhat	1
	Matelli	1
	Rajabhatkawa	1
	Bhotepatty	1
	Madarihat	2
	Kadombarihat	1
	Sulkapara	1
	Dhupguri	1
	Choulhati	1
	Deshbandhunagar	2
	Nathuahat	1
	Mohitapagar	1
	Pandapara Kalibari	1
	Lataguri	1
	Jovepakri	1
	Bhoskadanga	1
	Manabari	1
	Daukimari	1
	Kharia	1
	Dhangari	1
	Batabari	2
	Berubari	1
	Bhatibari	1
	Paschim Mallikapara	1
	Siliguri Bazar	1
	Baganbari	2

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
JALPAIGURI	Post Office :	
	Uttar Saptibari	1
	Pachkalguri	1
	Goralbari	1
	Rajganj	1
	Falakata	1
	Bairatiguri	1
	Bholardabri	2
	Dakshin Khayerbari	1
	Debnagar	1
	Khagenhat	1
	Tekatuli	1
	Mazjidkhana	1
	Gossairhat	1
	Silbarihat	1
	Jorapani	1
	Chapani	1
	Salsalabari	1
	Singimari	1
	Barabisha	1
	Dalimpur	1
	Promodenagar	1
	Daldali	1
	Krantihat	1
	TOTAL	107

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
DARJEELING	Block :	
	Kalimpong I	3
	Post Office :	
	Darjeeling H.O.	1
	Kalimpong	5
	Siliguri	5
	Kurseong	2
	Pokhriabong	2
	Tung	1
	Algarah	1
	Chathat	1
	Nagarispur	1
	Pradhan	1
	Bagdogra	3
	Nagrispur	1
	Sinji	4
	Sukhiapokhri	3
	Pankhabari	1
	Bijanbari	2
	North Point	1
	Rimbic Bazar	1
	St. Mary's Hills, Kurseong	2
	Marybong	2
	Chowpukuria	1
	Lebong	4
	Darjeeling	2
	Mirik	7
	Simulbari	1
	Prdhannagar	1
	Dooteriah T.E.	1
	Gairibas	1
	Gayabari	1
	Rangrti-Rangliot	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
DARJEELNG	Post Office :	DARJEELNG
	Gitdabling	1
	Gagu	1
	Pedung	1
	Gulma	1
	Rango	1
	Mungpoo	3
	Jaldhaka H.P.	1
	Rathkhola	1
	Lopchu Bazar	1
	Sukhna	1
	Rangbull	1
	Lower Soureni	1
	Kagae	2
	Singrimtam	1
	Monsong	1
	Kharibari	1
	Kalachangach	1
	Lamahatta	1
	Lolay K.M.	1
	Matigara	1
	Ghoom	1
	Khoribari	1
	Tukvar T.E.	1
	Samsing	2
	Rangbull	1
	Pedong	1
	Bagara	1
	Sonada	1
	Badrajote	1
	Patharjhora	1
	Rangli Rangliot	1
	Sakyong	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
DARJEELNG	Post Office :	
	Tarbandha	1
	Rishikat	1
	Kadamtala	2
	Mouiramjote	1
	Ladhomahat	1
	Echhey	1
	Singrimtam	1
	Shelpu	1
	Son ada Bazar	1
	Sorearg Bardara	1
	Sou veni	1
	Nanalbari	1
	Jh cpi	1
	Ta kdah	1
	Bagora	1
	Udayagram	1
	Phansidewa	1
	Upper Dalapchan	1
	Tindharia	1
	Village /Town :	
	Nimbong	1
	Relling	1
	Roluk (Lanku Basty)	1
	Hatighisha	1
	Bustygaon	1
	Murmah	1
	Tashinding Busty	1
	TOTAL	126

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
WEST DINAJPUR		Block :
	Goalpokar -I	17
	Kumarganj	7
	Raiganj	8
	Hili	4
	Balurghat	13
	Banshihari	5
	Karandighi	4
	Chopra	3
	Islampur	10
	Hemtabed	4
	Kaliyaganj	6
	Gangarampur	7
	Itahar	8
	Tapan	6
	Harirampru	1
	Kushmandi	2
	TOTAL	105

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MALDA	Post Office :	
	Malda	1
	Old Malda	2
	Gazole	1
	Harischandrapur	1
	Mallic Para	1
	Malikan	1
	Ramnagar	1
	Araidanga	1
	Arapur	1
	Bachamari	1
	Samshi	2
	Bamngola	1
	Bamangram	1
	Bangitola	1
	Baraduari	1
	Barai	1
	Dakshin Alinagar	1
	Bhaulka	1
	Bamnagar	1
	Bhringole	1
	Bishnupur	1
	Baishnabnagar	1
	Pannapur	1
	Mangalbari	1
	Chandipur	1
	Pipla	1
	Amrito	1
	Pudkuia	1
	Kamaldanga	1
	Batua	1
	Ratua	1
	Gourmari	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MALDA	Post Office :	
	Sahapur	1
	Singhabad	1
	Aiho	1
	Sadarpur	1
	Suzapur	1
	Tulshihata	1
	TOTAL	81

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MURSHIDABAD	Post Office :	
	Bharampur	2
	Kandi	3
	Mahadevnagar	2
	Ahiran	1
	Amtala	2
	Chhetkalia	1
	Cassimnagar	1
	Aurangabad	1
	Rousenbagh	1
	Bahutali	1
	Suki	1
	Balia	1
	Bejapur	1
	Puropara	1
	Bansabati	1
	Dangapara	1
	Barwan	1
	Madda	1
	Durgapur	1
	Bhabta	1
	Bhagwangola	2
	Bhagirathpur	1
	Kelen Radhakantapur	1
	Bhasaipaikar	1
	Rajpur	1
	Brahmangram	1
	Islampur	2
	Diar Fatehpur	2
	Dakshngram-Sabitri	1
	Debiapur	1
	Sadikpur	1
	Dechapra	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MURSHIDABAD	Post Office :	
	Deonapur	1
	Dhulauti	1
	Nimtita	2
	Dohali Dangapara	1
	Domkal	1
	Faridpur	1
	Arjunpur	1
	Murshidabad	1
	Gangin	1
	Gankar	1
	Gholla	1
	Gopejan	1
	Godda-Singhar	1
	Gokarma	1
	Bhairabpur	1
	Kantanagar	1
	Janjan	2
	Jalangi	1
	Jangipur	1
	Samdasdiar	1
	Jiaganj	1
	Jitpur	1
	Joypur	1
	Kagram	1
	Kajisaha	1
	Kalabag	1
	Kalitala	1
	Kankuria	1
	Daulatabad	1
	Khairamari	1
	Khargram	1
	Kharjuna	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MURSHIDABAD	Post Office :	
	Parulia	1
	Labanchoa	1
	Lalgola	1
	Amrita Kunda	1
	Kamasubarna	1
	Kamnagar	1
	Malihati	1
	Mandra	1
	Ghoresala	1
	Cossimbazar	1
	Rampara	1
	Mashla	1
	Mirzapore	1
	Moregram	1
	Kiritesware	1
	Hazarpur Nabagram	1
	Nabagram	1
	Beharia	1
	Nabipur	1
	Naya Bahadurpur	1
	Huda Herampur	1
	Tentulia	1
	Patikabari	1
	Barupara	1
	Hatinagar	1
	Pamaipur	1
	Panchgram	1
	Panch thupi	1
	Eroali	1
	Pashla	1
	Bogoe	2
	Banowaribad Raj	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MURSHIDABAD	Post Office :	
	Choan	1
	Rajanagar	1
	Rajarampur	1
	Ramnagar D.K.	1
	Rajput Techeri	1
	Gangadhari	1
	Kolon Radhakantapur	1
	Sagardighi	1
	Sagia	1
	Sagarpara	2
	Sahajadpur	1
	Sahi- Serpur	1
	Sahapur	1
	Saktipur	1
	Salar	1
	Diar Shyampur	1
	Sundarpur	1
	Purandarpur	1
	Ramchandanpur	1
	Sargachhi	1
	Satui	1
	Giria	1
	Hebaspur	1
	Sekhpura	1
	Senda jamuar	1
	Lechenpur	1
	Shibpur	1
	Sibnagar	1
	Bahara	1
	Rajapur	1
	Sijgram	1
	Sompara	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MURSHIDABAD	Post Office :	
	Subarnamrigi	1
	Swaruppur	1
	Tenya	1
	Raghunathpur	1
	Trimohini	1
	Jangipur	1
	TOTAL	147

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
NADIA	Block :	
	Kaliganga	6
	Ranaghat-I	5
	Ranaghat-II	4
	Nabadwip	6
	Tehatta-I	4
	Tehatta-II	3
	Krishnaganja	3
	Hanskiali	6
	Krishnanagar-I	9
	Krishnanagar-II	2
	Nakasipara	7
	Chapra	6
	Kalyani	4
	Chakdaha	7
	Karimpur	1
	Karimpur-I	3
	Karimpur-II	2
	Haringhata	4
	Santipur	5
	Post Office :	
	Ghumti	1
	Chakdaha	1
	Kalyani	1
	Krishnanagar	1
	Fulia Bayara	1
	Nabadwip	1
	Ranaghat	1
	Birnagar	1
	Chhoto-nalda	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
NADIA	Block :	
	Nazipur	1
	Darermath	1
	Digambarpur	1
	Noa-para	1
	Bahirgachhi	1
	Churni-Raghunathpur	1
	Bahirgachi	1
	TOTAL	103

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
NORTH 24-PARGANAS	Post Office :	
	Rahara	1
	Taki	3
	Belgharia	6
	Naihati	6
	Barasat	4
	Talpukur	2
	Garulia	4
	Habra	3
	Kanchrapara	2
	Garifa	1
	Shyamnagar	3
	Ichapur	1
	Gobordanga	3
	Nimta	1
	Panihati	1
	Halishahar	1
	Ashoknagar	4
	New Barrackpore	3
	Khardah	1
	Nabapalli	2
	Abdalpur	1
	Nilganzbazar	1
	Kamarhati	2
	Kankirara	2
	Deganga	1
	Masunda	1
	Andharmanik	2
	Arbelia	1
	Ariadaha	1
	Media	1
	Narayanpur	2
	Khulna	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
NORTH 24-PARGANAS	Post Office :	
	Baduria	2
	Talsa	1
	Nakpur	1
	Bamangachi	1
	Bongaon	4
	Hazinagar	1
	Barunhat	1
	Basirhat	3
	Sikrakulingram	1
	Model Belghoria	1
	Bhatpara	1
	Bhebia	1
	Palla	1
	Gopalnagar	1
	Panitor	2
	Majherpara	1
	Birballavpara	1
	Purbakhejureria	1
	Bodai	1
	Chaita	1
	Kashinagar	1
	Champapukur	1
	Devalaya	1
	Ghoshpur	1
	Rajubpur	1
	Gaighata	1
	Janaphul	1
	Jafarpur	1
	Gopalpur	1
	Hathuba	1
	Haroa	1
	Hingalganj	1
	Bhojerhat	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
NORTH 24-PARGANAS	Post Office :	
	Barrackpore Sripalli	1
	Ichapur Nawabganj - 2x	2
	Itinda	1
	Srikrishnapur	1
	Sodepur	1
	Jeliakhali/P. Kanda	1
	Michaelnagar	1
	Charghat	1
	Sukdevpur	1
	Adhata	1
	Bankra	1
	Kaijuri	1
	Khantura	1
	Kakpur	1
	Kalyangarh	1
	Karanjali	1
	Duttapukur	1
	Adi Kashimpur	1
	Katiahat	1
	Khakurdaha	1
	Ramchandrapur	1
	Kodalia (Bosepara)	1
	Kolsur	1
	Koyatala	1
	Fingapara	1
	Krishnanagar	1
	Badu	1
	Bisharpura	1
	Minakhan	1
	Malancha	1
	Swarupnagar	1
	Kakpur (Chowringhee)	1
	Bergoom	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
NORTH 24-PARGANAS	Post Office :	
	Maslandapur	1
	Habra-Prafullanagar	1
	Maniktala	1
	Basirhat College	1
	Madhyamgram	2
	Nahata	1
	Aswininagar	1
	Nazat Hatkhola	1
	Amodpur	1
	Nafarganj	1
	Nonachandanpukur	1
	Panshila	1
	Bagdah	1
	Jagaddal	2
	Helenga Colony	1
	Agarpara	1
	Rampur Bhatpara	1
	Gobordanga Ichapur	1
	Baneswarpur	1
	Kholapota	1
	Rajarhat Bishnupur	1
	Dhaltitha	1
	Barrackpore	1
	Sandeshkhali	1
	Dakshin Chatra	1
	Burul	1
	Sangrampur	1
	Kamrabar	1
	Paschim Ramesarpur	1
	Sarapul	1
	Rajarhat	1
	Sewli Telinipara	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
NORTH 24-PARGANAS	Post Office :	ZAMADARHIS HTUOZ
	Nabanagar	1
	Kailhali Baichbati	1
	Bhangankhali	1
	Panchpota	1
	Hijalpukuria	1
	Chandaneswar	1
	Natagarh	1
	Titagarh	1
	Taldi	1
	Bhabla	1
	Prithiba	1
	Udayrajpur	1
	Radhakantapur	1
	Kodialia	1
	TOTAL	190

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
SOUTH 24-PARGANAS,	Post Office :	
	Charshymdas	1
	Joynagar Majilpure	2
	Baruipur	2
	Budge Budge	2
	Taragunnia	1
	Dimondharbour	2
	Hatgachi	1
	Chapla	1
	Kanyanagar	1
	Poali	1
	Mathurapur	1
	Kholisday	1
	Aswathatala	1
	Namkhana	2
	Baharu	1
	Bakhrahat	1
	Balihalkhola	1
	Hadia	1
	Bamapukur	1
	Patulia	1
	Bhangor	1
	Purkaitpara	1
	Canning Town	1
	Tardha	1
	Sendanda	1
	Chhoto Mallakhali	1
	Patra	1
	Patharpratima	1
	Daria	1
	Gabberia Daudpur	1
	Gabberia	1
	Dhigirparbazar	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
SOUTH 24-PARGANAS	Post Office :	
	Bagaria	1
	Debnagar	1
	Gurda Government Colony	1
	Dhamua	1
	Dholahat	1
	Kulpi	1
	Mayapur	1
	Batanagar	1
	Fresherganj	1
	Kalash	1
	Gocharan	1
	Gokarnee	1
	Harinavi	2
	Harinbari	1
	Harindanga	1
	Magrahat	1
	Sirakole	1
	Dakshin Gobindapur	1
	Heravanga	1
	Dakshin Baresat	1
	Japtala	1
	Bodra	1
	Kashiamara	1
	Kalikapur	1
	Moyda	1
	Kamagati	1
	Madarat	1
	Dsthi	1
	Nepalganj	1
	Mudpoint	1
	Mahespur	1
	Agorhati	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
SOUTH 24-PARGANAS	Post Office :	
	Mahirampur	1
	Mallikkati	1
	Kaeharkahli	1
	Masilidbati	1
	Kalikatala	1
	Matia	1
	Jotshibrampur	1
	Paschim Radharanagar	1
	B-Gobindapur	1
	Basanti	1
	K. Gopalganj	1
	Chakfuldubi	1
	Netra	1
	Palerhat	1
	Dhakurikalibari	1
	Ramnagarabad	1
	Panarhat	1
	Paschim Surendranagar	1
	Mandirbazar	1
	Mahestala	1
	Sonianaiyan	1
	Ambikanagar	1
	Dakshin Raipur	1
	Bhowanipur	1
	Malancha Mahinagar	1
	Thakuppukur	1
	Santoshpur	1
	Manirtat	1
	Bartala	1
	Futigada	1
	Garia	1
	Sohaikumarpur	1
	Agarhati	1

District	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
SOUTH 24-PARGANAS	Post Office :	
	Rajpur	1
	Nimpith Asram	1
	Sarisha	2
	Chemaguri	1
	Khasmahol	1
	South Ramnagar	1
	Nahazari	1
	J. S. Abad	1
	Sarangabad	1
	Panchlokhi	1
	Jirakpur	1
	Mangalgunj	1
	Sonakhali	1
	South Bishnupur	1
	South Garia	1
	Sarkarpool	1
	Brozoballavpur	1
	Thakurraniberia	1
	Jioldanga	1
	Armpur	1
	Kakdwip	1
	Indrapur	1
	Krishnachandrapur	1
	TOTAL	127
CALCUTTA		133
	TOTAL	133

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
HOWRAH	Post Office :	
	Uluberia	1
	Santragachi	1
	Sialdanga	1
	Abhoynagar	1
	Gouranga Chak	1
	Amragori	1
	Bagnan	2
	Sibpur	1
	Hantal	1
	Baganda	1
	Bainan	1
	Bangalpur	1
	Brindabonpur	1
	Ganespur	1
	Kalyanpur	1
	Dhunki	1
	Balitikuri	1
	Bargachia	1
	Basantapur	1
	Bhattacharjee	1
	Boluhati	1
	Ghosepara (Bally)	2
	Burikhali	1
	Mugkalyan	1
	Chengail	1
	Kush Beria	1
	Dafarpur	1
	Dakshin Durgapur	1
	Dakshin Jharpardaha	1
	Samruk	1
	Deulpur	1
	Khosalpur	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
HOWRAH	Post Office :	
	Domjur	1
	Duillya	1
	Kharia Maynapur	1
	Jagacha	1
	Chitrasenpur	1
	Kalyanpur	1
	Guzarpur	1
	Ruposgaria	1
	Jadishpur Hat	1
	Harap	1
	Jhorhat	1
	Joynagar	1
	Jujersha	1
	Kandua	1
	Kanupat	1
	Pancharul	1
	Kharuberia	1
	Andul Mouri	1
	Birsibpur	1
	Kulgachia	1
	Madhabpur	1
	Manja	1
	North Mansree	1
	Gujarpur	1
	Khalisani	1
	Dinga Khola	1
	Munsirhat	1
	Naopara	1
	Narit	1
	Naul	1
	Nayachak	1
	Garbalia	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
HOWRAH	Post Office :	HATSON
	Sasati	1
	Mug Kalyan	1
	Bekulai	1
	Hirapur	2
	Panchla	1
	Panchpara	1
	Panpur	1
	Bakshi	1
	Mankur	1
	Raghudebpur	1
	Bahirtala	1
	Subsit	1
	Bantul	1
	Gourangachak	1
	Khalna	1
	Bally	1
	Anulia	1
	Radhapur	1
	Penro	1
	Banipur	1
	Uttar Durgapur	1
	Ramnagar	1
	Botanical Garden	1
	Banharispur	1
	Belur	1
	Kashmoli	1
	Amta	1
	Dehebhursut	1
	Makardaha	1
	Panitras	1
	Begri	1
	Siddheswar	1
	Polgustia	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
HOWRAH	Post Office :	
	Ayodhya	1
	Bahira	1
	Sumda	1
	Rameswarnagar	1
	Nabagram Sikir	1
	Tulsi Beria	1
	Udainarainpur	1
	Bhattacharjee, (Liluah)	1
	Benapurchandanapara	1
	Howrah	1
	Wadisur	1
	Zhikhira	1
	Village (Town) :	
	Amta	1
	Bally	1
	Betor	1
	Purash (Kanpur)	1
	Bantra	1
	Baksora	1
	Birampur	1
	Kadamtala	3
	Kanpur	1
	Joypur	1
	Andul Mouri	1
	Belur	1
	Rashpur	1
	Shyampur	1
	Baksara Road	1
	Howrah	8
	TOTAL	137

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
HOOGHLY	Block :	
	Balagarh	8
	Chanditala-I	6
	Chinsurah-Mogra	5
	Dhaniakhali	10
	Goghat	9
	Haripal	7
	Jangipara	6
	Khanakul-I	5
	Khanakul-II	6
	Pandua	9
	Polba-Dadpur	6
	Pursurah	6
	Serampore-Uttarpara	5
	Singpur	8
	Tarakeswar	5
	Post Office :	
	Arambag	1
	B.C.Bati	1
	Bandipur	1
	Barabchera	1
	Baidyabati	1
	Bansberia	2
	Bhadreswar	1
	Champadanga	1
	Chinsurah	2
	Godalpara	1
	Konnagar	1
	Rishra	1
	Serampore	1
	Tarakeswar	1
	Uttarpara	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
HOOGLY	Village (Town) :	
	Bankipur	1
	Banjna	1
	Bilsara	1
	Bhadreswar	1
	Bhairabpur	1
	Chinsurah	1
	Chinsurah-Mogra	1
	Digra	1
	Helan	1
	Konnagar	1
	Kanaipur	1
	Kumrul	1
	Mahesh	1
	Makalpur	1
	Nimdangi	1
	Pakur	1
	Prasadpur	1
	Shyampur	1
	Ugil	1
	TOTAL	143

Districs	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	
	Tamluk	2
	Jhargram	3
	Amlagora	1
	Ghatal	2
	Durga Chak	1
	Khirpai	1
	Kathi	2
	Kharagpur	1
	Deulia	1
	Mahisadal	2
	Khorika	1
	Dantan	2
	Netai	1
	Satbankura	1
	Agra	1
	Alampur	1
	Howr	1
	Radhanagar	1
	Amla Suli	1
	Dumuria-Sirishbani	1
	Chankabani	1
	Astichak	1
	Gopalchak	1
	Kanimahali	1
	Bali Chak	1
	Balisai	1
	Sankarpur	1
	Belda	1
	Madpur	2
	Bhadutala	1
	Sabang Shyam Sundarpur	1
	Gidni	1
	Bena Chabra	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	
	Birsingha	1
	Dhakinchak	1
	Chandabila	1
	Chandanpurhat	1
	Chandrakona	1
	Chircha	1
	Chorchita	1
	Dahijuri	1
	Dharampur	1
	Dubra	1
	Kalyanchak	1
	Garbeta	1
	Moyna	1
	Manikpara	1
	Agnibani	1
	Ghatal	1
	Pirakata	1
	Balighai	1
	Saradia	1
	Khakurdha	1
	Kharer	1
	Kharika Mathani	1
	Kishorechak	1
	Kolaghat	1
	Beliabera	1
	Lelgarh	1
	Pingbone	1
	Keshpur	2
	Loayada	1
	Loada	1
	Mohanpur	1
	Monuchak	1
	Mugberia	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	
	Ramgarh	1
	Goaltore	1
	Nandigram	1
	Narayangarh	1
	Narghat L.S.	1
	Benasuli	1
	Nayagram	1
	Ramnagar	2
	Belpahari	1
	Khalsauli	1
	Parihati	1
	Chandri	1
	Pingla	1
	Rohini	1
	Ramjibanpur	1
	Sabang	1
	Keshiari	1
	Salboni	1
	Mohar	1
	Balageria	1
	Kuliara	1
	Danki	1
	Kain	1
	Amrita Beria	1
	Anandapur	1
	Bhuyajibarh	1
	Asnan	1
	Dimarihat	1
	Chandanpur	1
	Bagasti	2
	Bagmari	1
	Ghatmura	1
	Baharadari	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	
	Bakhrabad	1
	Goura	1
	Jankai	1
	Bana Chakri	1
	Jahanpur	1
	Byabatorhat	1
	Raghunathbari	1
	Banpatna	1
	Brajalal Chak	1
	Chakdeepa	1
	Barbantalia	1
	Bagoda	1
	Baroda Bazer	1
	Bhagabanpur	1
	Bhandaru	1
	Beyapara	1
	Gondab	1
	Humgarh	1
	Boraibar	1
	Borai	1
	Gopiballavpur	1
	Brajaballavpur	1
	Bramhin Sasan	1
	Chaitanyapur	1
	Uttarbadalpur	1
	Chilkipada	1
	Ramtarakhat	1
	Dalpara	1
	Dashgram	1
	Davibara	1
	Pazsure	1
	Dhangia	1
	Dingal Kamargaria	1

Districs	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	
	Dwariberiya	1
	Etaberia	1
	Alamkarpur	1
	Ganganeswar	1
	Tantuli Bhumjan	1
	Sona Chura	1
	Gokulnagar	1
	Samsad Gopinthpur	1
	Torui	1
	Gurmavamal	1
	Dhanghara	1
	Kukrakhupi	1
	Hiradhpur	1
	Bodhra	1
	Kumor Chak	1
	Barakamarda	1
	Harahya	1
	Jafuli Bibi Chak	1
	Chandra	1
	Madhabpur	1
	Pathra	1
	Jukhia Bazar	1
	Gopal Chak	1
	Kalicharanpur	1
	Dehati	1
	Kamanda Bazar	1
	Chankhola	1
	Karkai	1
	Gopalganj	1
	Kushgeria	1
	Khar	1
	Kharkusma	1
	Simulia	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	1
	Koijuri	1
	Neraduel	1
	Kolmijol	1
	Kotapada	1
	Koyatkhalisa	1
	Janakpur	1
	Lakshmi	1
	Barbara	1
	Jhankra	1
	Boroj	1
	Ma-Kali	1
	Rakhajangal	1
	Ewardahajalpai	1
	Mosta	1
	Hogla	1
	Basantia	1
	Dihiramnagar	1
	Muradhpur	1
	Khatnagar	1
	Pratapur	1
	Argoda	1
	Corasia	1
	Kukrahati	1
	Kadra	1
	Urdhabpur	1
	Saria	1
	Panchiyari	1
	Kakgacha	1
	Debra Bazar	2
	Batasa	1
	Kalagachia	1
	Krishnapriya	1
	Bahitra Kunda	1

Districs	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	
	Dona Chak	1
	Radhaballavpur	1
	Terpakhya	1
	Chetue Rajnagar	1
	Kapasaria	1
	Maintana	1
	Raskunda	1
	Nimtala	1
	Ratnaswarbati	1
	Ratulia	1
	Renjura	1
	Basudebpur	1
	Sonakhali	1
	Saldahara	1
	Amorsi	1
	Kantachoki	1
	Tilanta Para	1
	Chiungurkasa	1
	Palpara	1
	Kartia	1
	Satpati	1
	Swari	1
	Sawtia	1
	Chandpur	1
	Shyamchak	1
	Sildha	1
	Janandanpur	2
	Baybatarhat	1
	Sribora	1
	Mccheda	1
	Srinagar	1
	Srirampur	1
	Khalisbangha	1

Districts	Block/ Municipality/Post Office/Village /Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
MIDNAPORE	Post Office :	
	Sujalpur	1
	Akanigaria	1
	Sirsa	1
	Rajarampur	1
	Takapura	1
	Madhya Hingli	1
	Biswas	1
	Tilkhoga	1
	Upalda	1
	Naba Anantapur	1
	Dehati	1
	Bhimeshwari Bazar	1
	Moth Chandipur	2
	Pulsita	1
	Hanubhunia	1
	Naikuri	1
	Baligeria	1
	Yastaghari	1
	Midnapore	4
	TOTAL	271

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BANKURA	Block :	
	Bankura -I	5
	Bankura -II	6
	Barjora	8
	Bishnupur	7
	Chhتنا	6
	Gangajalghat	3
	Indas	5
	Indpur	5
	Joypur	5
	Khatra -I	3
	Khatra -II	5
	Kotulpur	4
	Mcjia	4
	Onda	7
	Patrasayar	6
	Raipur -I	4
	Raipur -II	7
	Ranibandh	5
	Saltora	5
	Sonamukhi	7
	Simlapal	5
	Taldangra	6
	Post Office :	
	Bankura	1
	Biharjuria	1
	Gangajalghati	1
	Madan Mohanpur	1
	Nityanandapur	1
	Pabra	1
	Bishnupur	1
	TOTAL :	125

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
PURULIA	Post Office :	
	Purulia	1
	Jhalda	1
	Manbazar	1
	Raghunathpur	1
	Hutmurah	1
	Barabhum	2
	Chamada	1
	Ankro	1
	Bagda	1
	Bidyodil	1
	Pat Jhalda	1
	Bartoria	1
	Babugram	1
	Nutangram	1
	Sarengdih	1
	Bcko	1
	Berada	1
	Bhabanipur	1
	Bhamuria	1
	Bhandarpura	1
	Uparbatti	1
	Gar Joypur	1
	Pukurgoria	1
	Rakhatpur	1
	Chirudih Radhanagar	1
	Rangadpur	1
	Daldali	1
	Khairipihira	1
	Chekya	1
	Durku	2
	Nildih	1
	Gobindapur	1
	Bero	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
PURULIA	Post Office :	
	Rangadih	2
	Ichag	1
	Bundwan	2
	Hadalda	1
	Bello	1
	Rangamati	1
	Jambad	1
	Jamtoria	1
	Fatepur Sindri	1
	Anara	1
	Jitujuri	1
	Napara	1
	Arroh	1
	Cheliyama	1
	Kalapathar	1
	G. B. Sindri	1
	Balakdih	1
	Kotsila	1
	Kuilapal	1
	Ladurka	1
	Lagda	1
	Hisla	1
	Loulara	1
	Kuchia	1
	Majhihira	1
	Mamurjore	1
	Metyala	1
	Jhapra	1
	Moutorh	1
	Chatuhansa	1
	Ghagra	1
	Dispuri	1
	Nadiha	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
PURULIA	Post Office :	
	Achkoda	1
	Narayanpur	1
	Bhangra	1
	Ramchandrapur Ashram	1
	Gourangdih	1
	Thankursima	1
	Khatanga	2
	Pairachali	1
	Para	1
	Bari	1
	Murardih	1
	Kantadih	1
	Chhurudih Chandanpur	1
	Mahatomara	1
	Begunkodar	1
	Sindir Chass road	1
	Dubra	1
	Sri Rampur	1
	Dighi	1
	Madhutati	1
	Sidhi	1
	Puncha	1
	Manbazar	1
	Dum Dum	1
	Lakhanpur	1
	Sirkabad	1
	Deoli	1
	Bamundiha	1
	Burda	1
	P. N. Raj	1
	Tulin	1
	Udaypur	1
	Radhagobindapur	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
PURULIA	Post Office : Kashidih Ketika	1 1
	TOTAL	106

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BURDWAN	Municipality :	
	Burdwan	1
	Post Office :	
	Mijigram	1
	Bumpur	3
	Bhedia	1
	Jougram	1
	Sanko	1
	Monteswar	1
	Mouygram	1
	Uchalan	2
	Ukra	1
	Nabagram	1
	Nadanghat	1
	Akalpaus	1
	Narayanpur	1
	Nasaratpur	1
	Nasigram	1
	Natumohanpur	1
	Abhirampur	1
	Churulia	2
	Jamuriahat	1
	Nityanandapur	1
	Kanchannagar	1
	Ballavpur	2
	Ranigunj	1
	Nutandanga	1
	Nutanhat	1
	Anukhal	1
	Mankar	1
	Rupnarayanpur	2
	Panagarbazar	2
	Panchara	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BURDWAN	Post Office :	
	Panuria	1
	Parbatpur	1
	Patuli	1
	Asansol	5
	Jabagram	1
	Purbasthali	1
	Saktigarh	1
	Pindira Bowrah	1
	Raina	1
	Rambati	1
	Piplon	1
	Uttar Ramnagar	1
	Bonkati	1
	Sahajpur	2
	Sonapalasi	1
	Jahanagar	1
	Orgram	1
	Kaichar	1
	Kuldiha	1
	Samudragarh	1
	Amadpur	1
	Purba Satgachia	1
	Sersole Rajbati	1
	Sehara	1
	Sitahati	1
	Bara Shyambazar	1
	Simdal	1
	Simlon	1
	Singerkone	1
	Sundar Chak	2
	Sadya	1
	Sonai	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BURDWAN		Post Office :
	Shrikhandha	1
	Budbud	1
	Katwa	2
	Birkulti	2
	Kalna	2
	Sudpur	1
	Puratangram	1
	Jamgora	1
	Rasulpur	1
	Santa	1
	Sreerampur	1
	Purba Madanpur	1
	Purbasthali	1
	Kalipahari	1
	Galai	1
	Uhara Sarangpur	1
	Panuhat	1
	Balijuri	1
	Bara Dhemo	1
	Domoharribazar	1
	Burdwan	1
	Dainhat	1
	Durgapur	1
	Raniganj	1
	Hijalgora	1
	Khana Junction	1
	Ajhapur	1
	Deyasa-Aligram	1
	Saranga	1
	Amarargarh	1
	Aduria	1
	Andalgram	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BURDWAN	Post Office :	
	Aruar	1
	Amarun Bazar	1
	Kalanabagram	1
	Ausgram	1
	Bagila	1
	Bagnapara	1
	Bahadurpur	1
	Baharan	1
	Paydaveswar	1
	Baidyapur	1
	Bajekumarpur	1
	Ratanpur	1
	Arrah	1
	Nutandanga	1
	Surekalna	1
	Hatgobindapur	1
	Satgachia	1
	Bonkapasi	1
	Barabainan	1
	Barapalashan	1
	Barsul	1
	Begut	1
	Barakar	1
	Nadiha	1
	Chandipur Berugram	1
	Bhagra	1
	Rai Ramehandrapur	1
	Barabelgona	1
	Bohar	1
	Boharkuli	1
	Bonpas	1
	Chagram	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BURDWAN	Post Office :	
	Chakdighi	1
	Chakta	1
	Chanduli	1
	Sripally	1
	Chinchuria	1
	Sripur	1
	Chupi	1
	Debipur-R.S.	1
	Krishnadevpur	1
	Dhatrigram	1
	Ethora	1
	Samdi	1
	Gantar	1
	Ghuskara	1
	Goligram	1
	Kanyapur	1
	Baharam	1
	Sadipur	1
	Kamargoria	1
	Hatkirtinagar	1
	Satinandi	1
	Paraj	1
	Jamalpur	1
	Jamgram	1
	Raghunathchak	1
	Joragram	1
	Joteram	1
	Shyamsundar	1
	Khaitan	1
	Adharahati	1
	Kaity	1
	Ahiapur	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BURDWAN	Post Office :	
	Singhi	1
	Kalla C.H.	1
	Kalui	1
	Khargakaranda	1
	Kandra	1
	Karanda	1
	Karui	1
	Kashemnagar	1
	Katsihi	1
	Kendura	1
	Kendra	1
	Khanji	1
	Khatundi	1
	Ketugram	1
	Ramgopalpur	1
	Kulut	1
	Kumardihi	1
	Rupsa	1
	Kurmun	1
	Mandalpur	1
	Kalikapur	1
	Sultanpur	1
	Memari	1
	Gopalpur	1
	Methani	1
	Damunya	1
	TOTAL	201

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BIRBHUM	Block :	
	Nanoor	1
	Post Office :	
	Suri	2
	Bolpur	1
	Dubrajpur	1
	Sainthia	1
	Rampurhat	1
	Ahmadpur	1
	Aligar	1
	Makdamnagar	1
	Abinashpur	1
	Ayam	1
	Bahiri	1
	Barasingha	1
	Balijuri	1
	Bansanka	1
	Bara	2
	Sandhajol	1
	Barra, (khayrasole)	1
	Basowa	1
	Batikar	1
	Bergram	1
	Jestia	1
	Bhadrapur	1
	Bhalas	1
	Bhurkuna	1
	Bipranandigram	1
	Birchandrapur	1
	Chohutta	1
	Chandpara	1
	Chatra	1
	Chinpai	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BIRBHUM	Post Office :	
	Dakhalbati	1
	Dakshingram	1
	Deriapur	1
	Dencha	1
	Ikra	1
	Fatepur	1
	Gurgaria	1
	Gahurisha	1
	Gohaliara	1
	Gonpur	1
	Krishnapur	1
	Rajgram	2
	Hatia	1
	Harsarandi	1
	Hetampur	1
	Khatanga	1
	Illambazar	1
	Jahigram	1
	Dhubabati	1
	Jatra	1
	Chakdaha	1
	Jogai	1
	Joyder Kenduli	1
	Popara, (Sahapur)	1
	Kachighata	1
	Kaitha	1
	malaypur	1
	Karidhya	1
	Karkaria	1
	kastogota	1
	Kendragoria	1
	Kharun	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BIRBHUM	Post Office :	
	Khayrasole	1
	Khututipara	1
	Kirnahar	1
	Kanuri	1
	Kulkuri	1
	Kundala	1
	Kurumgram	1
	Batika	1
	Lavpur	1
	Lokpur	2
	Madhaipur	1
	Benuria	1
	Banmahurapur	1
	Mangaldih	1
	Margram	1
	Mayureswar	1
	Md. Bazar	1
	Mitrapur	1
	Mollarpur	1
	Mururai	1
	Nagari	1
	Nalhati	1
	Nanpur	1
	Ganutia	1
	Narayanpur	1
	Paikar	1
	Paikpara	1
	Balaipalsa	1
	Panchra	1
	Purandarpur	1
	Rajnagar	1
	Rudranagar	1
	Rupashpur	1

Districts	Block/ Municipality/Post Office/Village/Town	Number of Government/ Government Sponsored Public Libraries
1	2	3
BIRBHUM	Post Office :	
	Tarachma	1
	Laldaha	1
	Satpalsa	1
	Seorakuri	1
	Simghi	1
	Sirsa	1
	Siur	1
	Sonarkundu	1
	Sriniketan	1
	Siyan	1
	Tantipara	2
	Thiba	1
	Haridaspur	1
	Ujirpur	1
	Utkaran	1
	TOTAL	116

CHAPTER THIRTEEN

English-Medium Institutions, Cram Shops and Help Books

13.1 We had occasion to draw attention in Chapter Six to the problem posed by the existence of English-medium institutions. The problem is not specific to primary education alone. It has by now acquired a pervasive aspect, and a fair number of secondary and higher secondary schools have opted for English as the medium of instruction. Many of them are outside the purview of the West Bengal stream of school discipline; their students sit for examinations arranged by examining bodies located in the nation's capital. It is also necessary to mention the fact that a number of minority communities have declared English as their mother tongue; their children, it is only natural, will go to English-medium institutions. Demand creates its own supply; and schools with English as the medium of instruction will be there to cater to the needs of specific sections of society. We need also to take cognisance of the difficulties faced by children of personnel belonging to all-India services, defence services, etc., who are transferable to any part of the country, and for whom English as the medium of instruction becomes almost obligatory. The concern therefore is not over the existence as such of English-medium institutions. Many of these institutions serve a genuine social need and are in consonance with national goals and objectives. What however causes worry is the spread of a business cult in English education, with an eye on unconscionable profit-making, taking advantage of the general weakness—and the abolition at the primary stage—of English teaching in government-aided institutions, as also of the social snobbery that, regrettably, has spawned around English.

13.2 Another equally knotty problem is posed by the proliferation of private tuition practically at all levels, beginning from the primary right up to the post-graduation stage. Yet private tuition too is *per se* neither intrinsically debasing nor socially reprehensible. For example, a retired person, who may not necessarily have been a teacher, could very well earn his out-of-pocket expenses by giving, say, music lessons. Ventures of this kind, far from being immoral, should be beneficial not only to the buyer and seller of tuition, but to society at large too. The problem as it has emerged is not of dealing with such a minor non-vice, but of a practice which has proliferated so widely as to assume the form of a major national menace. How private tuition and mushrooming English-medium institution of a suspect nature are distorting social motivations is well-known. As in the case of English-medium schools, so too with private tuition, it is the demand from sections who are in a position to pay what the market will bear which initially encourages the practice. Social mores have however changed over the years, the demonstration effect has begun to operate strongly, and large sections of teachers have tended to neglect their teaching in schools and colleges for the sake of creating a growing clientele for private tuition. It is a truly agonising spectacle: the State government has, in the course of the past fifteen years, raised emoluments of teachers at schools, colleges and universities to unprecedented levels, yet the content and quality of class teaching have gone down, and unauthorised private tuition by teachers has become the rage.

13.3 To be fair, teachers of our State alone are not guilty of such educational profit-seeking, nor are all teachers equally guilty of it. In fact, all educationists and each and every teachers' associations appearing before the Commission have condemned the practice of private tuition as an unmitigated social evil and have urged us to recommend appropriate measures to curtail it. It is the Commission's understanding that the associations on their part are prepared to do the needful to cast out such of their members who are caught indulging in the practice.

13.4 The distress felt by conscientious teachers about the phenomenon of educational profiteering is understandable. It has sullied the fair name of the entire profession. The general public are inclined to arrive at the conclusion that all teachers are equally guilty of the practice because private tuition is seen to be affecting the education at all levels from the primary to post-graduate; a great many school-going children and undergraduate and post-graduate students rely on it even when their family circumstances hardly warrant the expenditure incurred for the purpose. Till about a couple of decades ago, private tuition constituted an optional and supplementary means of instruction, specially for academically weak students. Now even the brightest students seem unable to do without it. A large share of the blame for this development has to be borne by the examination-oriented system of education which upholds marks obtained as being of greater importance than the actual academic benefit received. Our brightest boys and girls appear to have no choice but to join the rat race for marks, which blunts their faculties and destroys their energies.

13.5 Since private tuition has at present acquired the traits of a black market operation, hard facts concerning its dimension, including its monetary implications, are difficult to obtain. We have however been told that depending on the neighbourhood where he or she lives and the class he or she is studying in, a child from an affluent family spends anything up to Rs. 1,200 per month on private tuition. According to one calculation, the monthly income from operating a large-scale 'cram-shop' often soars to five figures, or even more.

13.6 While admitting that private tuition of this type is a social scourge, some of those who have raised the issue before the Commission have suggested that individuals who sell such service must be successful as classroom teachers in the first place, otherwise they would not have collected so much business. According to some others, some tutors may be good as such, but getting good business does not depend on how well one teaches. Circumstances have changed; even those who have always been known as most sincere and successful school or college teachers, and are now close to retirement, do not now get an audience in the classroom, particularly in the afternoon, because that is when students leave for the residence of their private tutors. The reason is transparent: good teachers try to impart humdrum knowledge, while private tutors forecast, in some instances even leak, questions and answer them for the examinees and in all probability also participate in the manipulation of marks. Some practitioners of private tuition in the science stream, the Commission has been informed, have even set up laboratories in their residences to facilitate 'practical coaching'.

13.7 Allied with the evil of private tuition is that of guide books, variously designated as 'note book', 'digest', 'help to the study of' and so on. The writers of such trash make money by letting students pass examinations without learning anything at all. They are sometimes assisted by unscrupulous publishers and book-sellers who refuse to sell a government-recommended text-book unless one of these 'note books' or 'digests' is also purchased. Many of these practices, the Commission is constrained to add, have been encouraged by the trend toward the establishment of so-called 'question banks' and setting of the 'objective' type of questions.

13.8 The Commission, lest it be misunderstood, would like to reiterate that as long as instruction through the medium of English does not offend against our cultural identity and does not interfere with the State government's general programme of introducing the mother tongue as the principal medium of instruction at primary and secondary stages, one need not pick a quarrel with it. As mentioned above, ours being a multilingual country, students whose parents are frequently on transfer to different linguistic regions in the country have little choice but to study through the medium of English throughout their educational career. There is also the other reality that, for quite some time to come, and until an effective arrangement can be made for writing advanced level text-books in the mother tongue, and/or translating them from other languages into the mother tongue, English will remain the basic medium of higher education.

And even after such arrangements have been made, English is likely to remain as a major reading language for access, via reference books and journals, to latest developments in knowledge in virtually all disciplines.

13.9 Rightly or wrongly, being a crucial means of social communication, both within this country and without, English will continue to have a clientele. Keeping this in mind, the State government has arranged for drafting a "functional-communicative" syllabus for the teaching of English at the secondary stage. That the course, based on the Learning English series of textbooks, has not been an unqualified success is another matter, and has been discussed in Chapter Six.

13.10 These caveats notwithstanding, there is no question that several of the so-called English-medium schools that have been mushrooming, more so since the stoppage of teaching of English at the primary level, are a misnomer. Their promoters, like those of coaching shops, are educational profiteers out to cash in on the feeling of despair of worried parents. Many of these schools make the parents pay through the nose, while send the teachers they appoint away with a pittance. Not surprisingly, in quite a number of instances the teachers are under-qualified and, because of their vulnerability, are not in a position to speak out against being exploited. They have no training in teaching methodology in general, far less in the teaching of a foreign language such as English. Some of them flaunt cassette recorders, even Video Cassette Players, but have little knowledge at what points and to what ends teaching aids such as these should be used.

13.11 Many of the children who pass out of 'schools' like these are found to have a much poorer command of English than those educated in Bengali-medium schools where English is well taught. That however is not the only damage these fake English-medium schools do to our children. And the less said the better for the kind of Bengali they teach — in case they teach —, as also for the other subjects they pretend to teach through the medium of English. As if all this were not enough, they do the greatest damage to the psyche of the children by alienating them from the cultural ethos of the nation of which no citizen need be ashamed. Woe betide the community that accepts such a situation lying down.

13.12 The Commission has been advised that, in view of Articles 14 and 19 of the Constitution, it is doubtful whether legal measures to prevent the proliferation of bogus English-medium institutions, private tuition and publication of 'note-books' will meet with much success. Even so, as in the case of commercial establishments, it should be permissible for the State government to insist on compulsory registration of such schools; the government should have the option to charge a fee for such registrations and to insist on the compliance of certain minimum rules and standards before registrations are granted. The State government may, in this connection, examine the texts of the recent circular issued by the Government of Kerala and the Prohibition of Admission of Students to Unauthorised and Unaffiliated Institutions promulgated by the Government of Karnataka. In both these States, permission to start English-medium institutions has been made contingent on obligatory teaching of the mother tongue from the primary level. The grant of registrations in West Bengal too could be made conditional on compulsory teaching of the mother tongue from the primary stage onwards. Since a 'no objection' certificate from the State government is required by a school before it can seek recognition from the Central Board of Secondary Education in New Delhi which is in charge of organising ICSE and ISC Examinations. This prerogative, the Commission feels, should be so exercised as to discourage the mushrooming of institutions which both de-emphasise the teaching of the mother tongue and fall woefully short of proper academic standards.

13.13 As regards the twin evils of private tuition and guide books, the best weapon against them, the Commission feels, is effective social mobilisation. It does not share the cynicism voiced in some quarters that this will never happen. West Bengal is by no means the

only State to be plagued by such evils, nor even the worst affected one. Moreover, history is witness to many social reforms which started in Bengal. Should all persons interested in educational progress — students, parents, teachers, social workers, literateurs, media persons, politicians of all persuasions — decide to take up arms against these evils and agree to campaign to remove them, root and branch, from our precincts, success is bound to be ensured over a relatively short period of time. The Commission would in particular appeal to conscientious sections of teachers, students and parents to stand up together and unitedly fight these malignancies which are a blot on the entire education system. It would specifically recommend the formation of parents' councils which could interact regularly with the managing committees of schools and chalk out a programme of counter-offensive; a beginning may be made by holding regular tutorial classes and coaching classes for weaker students by the schools themselves.

13.14 The Commission is greatly encouraged that associations of teachers' and students' organisations, irrespective of their political and ideological views, have of late repeatedly condemned in public the unscrupulousness of those teachers who miss out classes in order that may venture to sell private tuition. The Commission would urge them to intensify the movement against the evil practices and raise it to a higher moral plane. It is also important that the service conduct rules for teachers at all levels preclude private tuition on their part.

13.15 This is not to say that the State government and other administrative authorities have no choice but to look on helplessly until social conscience is roused. The Commission has, a while ago, referred to legal difficulties in initiating measures against the rampant malpractices being discussed. It is equally aware that laws are much easier enacted than enforced, and a law that cannot be enforced is better not enacted. And surely the piece of most successful legislation is the one that enjoys the widest public support. Yet there are times when a democratically elected government has to take a principled stand that is not immediately popular, but when it begins to yield results, as all principled stands do in time, people shed their difference and rally behind the State.

13.16 We say all this because, for reasons already stated, there is a concrete demand for private tuition, guide book, and English-medium schools. It will be folly to try to interrupt their existence through executive fiats without undertaking to remove the cause for their demand in the first place. The government should take steps to increase vigilance and strengthen the modalities of inspection at all levels in the manner recommended in the earlier Chapters. The number of teaching days should not be fewer than 220 in schools, and 200 days, as recommended by the University Grants Commission, in colleges and universities. The schedule of holding public examinations should be re-structured, again as suggested elsewhere, so as to minimise enforced vacations and holidays.

13.17 For ensuring that classes are held regularly, any teacher who leaves his institution, for personal reasons, without taking one or more classes assigned to him or her, must inform the headmaster, the principal or the head of the department, as the case may be, in writing. The number of classes thus lost, excluding the ones that have subsequently been compensated for by the teachers concerned, should be periodically reported to the educational inspectorate, to the staff/teachers' council, and the school management committee or the college governing body, as the case may be.

13.18 Every member of the school and college staff, the Commission suggests, should record the time of his/her arrival and departure in the appropriate staff attendance register. This is not an extraordinary suggestion; the practice of signing the attendance for all members of the academic staff, including the Director, exists in such an eminent institution as the Indian Statistical Institute, known all over the world for the sophisticated quality of its contributions to the corpus of scientific knowledge. The Commission is aware that a section of teachers

considers it to be *infra dig* to have to sign an attendance register, their argument being that a college is not a factory or an ordinary office. The spirit of this argument is, in our view, unacceptable. An educational institution is certainly not a factory. Nothing indeed is quite like something else. But in contemplating a measure for discipline, what we have to consider is its usefulness and not whether it is like or unlike any other institution. If any particular measure makes a college resemble a factory or an ordinary office, then it is surely the routine. College and factory routines are characteristically different, they are nevertheless routines. In their endeavour to be unlike each other, must colleges and/or factories give up their routines? Besides, if having to sign the attendance register makes a teacher look like a factory worker, then all school teachers, and by far the largest majority of college teachers, who already sign the register, have always been rather like factory workers. There is nothing undignified about it. It also fails ordinary reasoning why, in such matters, non-government college teachers should not be treated on par with government college teachers.

13.19 In the Commission's view, one measure essential for ensuring that students do not absent themselves from classes and do not rely on private tuition would be strict enforcement of attendance on the part of teachers and monitoring the nature and content of teaching in institutions at all levels. It therefore follows that a record should be kept of the work done or matter covered in each class at each session. Every teacher, the Commission suggests, should be provided with two note books at the beginning of the academic year, in which he or she will note the date, and then the details of the work he/she has done on that day in the line of duty; the details will pertain to the classes taken, topics or parts thereof covered in such classes, invigilation duty done, answer- scripts marked, staff meetings attended, etc. These note books should be handed in for record twice a year on dates fixed by the head of the institution. Any or all of these note books may be called up for scrutiny by the governing body of the management committee, the educational inspectorate, the Board of Secondary Education or the Council of Higher Secondary Education, or the Director of Public Instruction, or the Pro-Vice-Chancellor (Academic) of the university to which a college is affiliated, as the case may be.

13.20 The Commission has been reminded of an existing rule that debars all college and university teachers paid on University Grants Commission scales from private coaching. We recommended that the State government should frame a similar rule for all in-service teachers, who are paid out of its funds, to be so debarred; this rule will be applicable to teachers working at all levels — primary, secondary and post-secondary. The main method of application of this rule should be the widest possible publicity. First, all heads of institutions within the ambit of this rule should be mandated to put notice, every three months, in a number of prominent places in the campus stating the rule and its implication for the students as well. Mass organisations of students and teachers should be urged to persuade their members to make sure that the rule is observed, in letter as well as spirit, by all concerned. The government on its part should systematically and periodically use its own agencies to give the rule publicity on a large scale.

13.21 The Commission recommends that the State government should not flinch from framing rules to enable the imposition of the severest penalties, including dismissal and exposure, for teachers who privately coach students for examinations with which they are associated. Not that West Bengal is by any means the worst affected amongst the States by the canker of corruption in examinations. But the cancer here is already wide enough to warrant drastic treatment. Besides, the State government will not be alone in its war on corruption in examinations, a few other State governments are also reported to have initiated stringent measures to punish all forms of cheating at examinations. The Government of West Bengal, it is on record, has largely succeeded in stopping mass copying in examination which raged in the early seventies; it has received sincere public acclaim for what it did. The State government, the Commission is convinced, will secure public support to the same extent in its endeavour to eradicate the other aspects of corruption in education.

13.22 To this end, the State government should make it imperative on all examination authorities to pursue vigorously complaints of breach of rules and regulations in the conduct of examinations, particularly at the levels of question-setting, moderation and evaluation of answer-sheets. The authorities must have also the determination to fix guilt and punish the guilty with dismissal, wherever possible, from the jobs they hold, and even severer measures commensurate with the enormity of the crime.

13.23 In the final analysis, the most effective check on the proliferation of English-medium schools will be the guarantee that English is taught well enough in the government-aided institutions. Where education is concerned, no substitute exists for quality and merit. The State government's goal of universalising educational opportunities at all levels will be greatly facilitated if the teachers are selected on the basis of merit irrespective of other considerations and the standard of teaching maintained in State-aided institutions is uniformly of high quality.

13.24 Once academic standards in the aided institutions have been ensured, the State government will have the bulk of the community rallying behind it. It will then be much more advantageously placed to come down heavily on the educational profiteers who are minting money in the name of English-medium instruction. There can be no question of State interference with the democratic right of parents to choose the medium of instruction for their children, be it English or any other. The truth that ought still to be stressed is that, in order to learn English as well as it can be learnt, it is not necessary to receive all instructions through that language.

CHAPTER FOURTEEN

The Role of the Public Media

14.1 It may appear paradoxical, but education has long ceased to be the preserve of educational institutions alone. The country has an open sky; the air waves are equally unfettered. An explosion of media, particularly of the electronic media, has occurred all over the world; India is not excluded from its impact. Broadcasts and telecasts have revealed an extraordinarily new vista, with their ability to affect, in diverse ways, the sensibility of the young, including of children of the school-going age. Of equal significance is the increasing spell cast by the cinema, and, more recently, video films. In their totality, these media modalities have shaken society to its roots, and the educational process could hardly be isolated from the influences set in motion.

Penetration of the Media

14.2 The grip they have established in big and small urban concentrations apart, the radio and the television have penetrated into the deepest interior of the countryside as well. Television has emerged, in the course of the past decade, as a major medium, the sum of as much as Rs. 700 crore was allocation for it under the Seven Five-Year Plan. As justification for an outlay of this nature on a medium regarding till then as a provider of consumption—which entertainment basically is—the suggestion was proffered that telecasts are at the same time an investment in knowledge and information. This point of view is not altogether uncontested, but the die has evidently already been cast: the Union government keeps mentioning with pride the fact that, theoretically at least, four-fifths of the national population are now within the orbit of Doordarshan. Be that as it may, words spoken over the radio, and visual images beamed through telecasts, there is no question, can, and do, affect the minds of those toward whom these are targeted. Similarly, films, especially films originating in Bombay or Madras, given their story line inter-woven with wildest fantasy, and often combined with the lilt of cheap, easy-on-the-ear music, have come to command a charmed clientele. At the same time, the growing influence of these media is responsible for some exceedingly negative developments. Films, broadcasts and telecasts are habit-inducing; at all levels of society, they have cut into the time available for studies, as much in academic institutions as at home. A strong demonstration effect, besides, has been set in motion. If one child is exposed to a particular medium in his or her home, other children in the neighbourhood belonging to the same age-group would also be keen to enjoy the same experience; they would begin applying pressure on parents and guardians. In the kind of society that has evolved in India in the course of the past few decades, it is not easy to resist such pressure. There is thus not only a certain strain on parental resources, but also a encroachment on time available for the pursuit of studies.

14.3 This is however the least of the problems arising out of the growing intrusion of the media. Of much greater concern is the effect the contents of the programmes have on young minds. The rapid expansion of television means that children are getting habituated to absorb impressions through the eye. They are simultaneously becoming slaves to the habit of imbibing knowledge and information in snippets and capsules. With the advent of so-called comic books, the practice has of late received a further boost. This basically American invasion has vitiated reading habits at all levels. Even the classics in literature are now being sought to be reduced to strip cartoons. Because their reading time has been abridged by the proliferation of the media and further because the latter have rendered them functionally incapable of assimilating knowledge conveyed through written words, books are ceasing to hold the interest of children. One major consequence of this development is the shrinking opportunity for them to be acquainted with the structure of language or the mysteries of grammar. The 'comics' have affected their faculty of concentration; the switching-on and switching-off processes familiarised by the radio and the

television have fractured their ability to give sustained attention to any particular matter. The hinterland of the child's mind is thus in danger of being laid to waste. It is no longer even a *tabula rasa*; it is already either full of junk or responsive only to trivialities.

14.4 The films and the video shows have been additional factors contributing to the degeneration of the educational environment. The demonstration effect here is deep and wide, and has spread far beyond towns and cities. We have travelled a considerable distance from the time when the primary objective of distributing community radio and television sets in the countryside was to broaden the vision of the rural population and thereby accelerate the pace of expansion of formal and non-formal learning. The accumulation of wealth in the hands of a limited section, who have benefited the most from advances in agriculture, has led to a spectacular rise in the sale of television and wireless sets, as well as to the multiplication of cinema halls and video parlours, in the rural areas. Broadcasts and telecasts have been transformed into entertainment media *per excellence*; films and video shows have filled in whatever gaps there remained in both the time available and the space of the mind. Even though certain censorship rules apply to the exhibition of feature films, these have been relaxed considerably of late; scenes of sex, violence and wild orgies are increasingly present in many commercially released films. The video parlours, often operating clandestinely, provide scope for even more vicious possibilities. Despite the fact that both radio and television have occasionally attempted to organise educational and cultural programmes of some excellence, the overall consequence of these developing trends in the media has been to transform, to a significant extent, the educational process into a near-appendage of the world of entertainment. The upper and the middle classes have taken to such entertainments as duck takes to water. Of greater worry is the effect of these trends on the minds of children from poorer families. Such colonialisation of the child's mind is taking place all over the country.

14.5 The recent thrust toward privatisation threatens to complicate the situation further. The Union government is already under immense pressure—a pressure to which it seems to be succumbing with some alacrity—to liberalise completely radio and television transmissions and to concede part of the ownership rights over the electronic media to the private sector. Should such a change-over actually occur, even greater anarchy could descend on the educational scene. The private agencies commanding telecast and broadcast facilities might then claim the protection of, for instance, Article 19 of the Constitution; they could even demand to have unfettered say in regard to the contents of the programmes they beam and to whom these are beamed. The authorities would then be reduced to depending on parental and teachers' guidance alone to prevent things from getting totally out of hand. Such guidance, experience however suggests, is often compartmental and therefore ineffective. In a stable society, where there are already one hundred per cent literacy and a certain order of economic affluence, children of the impressionable age generally acquire the mental equipment to pick and choose among programmes; they are also better able to separate fantasy from facts. In contrast, in a country such as ours, with disparate cultures and a wide heterogeneity in income levels dividing the different sections of the community, rigid social norms are not easily enforceable in the matter of listening to broadcasts and watching telecasts. A secular decline has taken place in what are commonly described as social conscience and social discipline. All this constitutes a major stumbling block to the implementation of educational programmes, howsoever well conceived, the Union government or a State government might like to formulate and broadcast or telecast through the media.

Media and Educational Objectives

14.6 What is particularly galling is that it is possible to use these same media to further socially determined goals; all that is necessary is for the authorities to make up their mind. Broadcasts and telecasts are eminently suitable for teaching and instruction of students of all age-

groups and at all levels. The process may start with acquainting children—and hitherto illiterate adults—with the letters of the alphabet. The learning of words and expressions, the grammar and syntax of languages, rudiments of arithmetic, geometry, algebra, etc., could follow. The programmes may, step by step, lead to gradually advanced stages of learning. In several Western countries, correspondence courses and open universities—referred to these days as 'distance' education and discussed in Chapter Twelve—have widened and deepened the dissemination of knowledge among working and non-working adults. In east European countries, the facilities were used extensively to supplement the contents of school education and to make the students generally aware of the richness of classical literature and classical arts. In our neighbouring country, Bangladesh, television has emerged as a key component of distance education; several hours of telecast time are set aside each week to cater to the requirements of education; the programmes cover the teaching of language, mathematics, science, history, geography, and so on, satisfying the needs at all levels.

14.7 We thus enter the core of the debate, whether the medium is the message or it ought to be the other way round. Even after four and a half decades of independence, close to fifty per cent of our population are without letters; the incidence of illiteracy is even higher amongst women. The possibilities to which telecasts and broadcasts could lend themselves for changing this gloomy landscape are indeed endless. What is needed for translating these possibilities into concrete reality is a carefully laid out curriculum of integrated education comprising a series of instruction schedules beamed, depending on the time of the day, to either academic institutions or households. Such a curriculum could both complement and supplement the general educational system. A variant of it could also be used as a key component of programmes for expanding non-formal education.

14.8 The problem in any event does not lie in the formulation of programmes. A group of experts and scholars, selected with some care, should be capable of setting up relevant and meaningful educational programmes, aimed at different levels of students, for use by the electronic media. It should be possible to try out these programmes initially in the form of pilot broadcasts and telecasts; necessary changes could be introduced in the light of the responses received. In fact, with the total outlay the government has already made in telecasts and broadcasts and further plans of investment that are on the anvil, the infrastructure is already either there or on the point of being established to mount a programme of this nature.

The Constitutional Issue

14.9 The challenge, let it be admitted, does not belong to the sphere of technology, but elsewhere. Under the Constitution, broadcasting, which by implication also includes telecasting, comes under the purview of the Union List. The Centre has the exclusive right to grant licences for radio and television transmitters. Controversy has raged in the country whether this prerogative attaching to the Union List ought to be so used as to preclude State governments from setting up their own transmission facilities. In this particular matter, the States have indeed a strong case in their favour. The complexities and diversities besetting the nation are a basic datum which cannot be wished away. It is therefore somewhat strange that no decentralisation of telecommunications has yet been permitted and no licences have been issued to State governments to establish transmitting stations over which they could exercise exclusive control. Even a relatively insignificant member-country of the United Nations, with a population of barely one hundred thousand, enjoys the suzerain right to have its own transmission centres and to conduct broadcast and telecast programmes of its own choosing; needless to add, it has also the prerogative to select the language or languages in which the broadcasts and telecasts are to be done. The constituent States of the Union of India, many of which encompass a population which exceeds fifty million, seventy million or even a hundred million, are however denied these prerogatives. Such an anomaly is not easily comprehensible;

it militates against the cultural aspirations of the individual States and forces their inhabitants into the straightjacket of a Centrally determined telecommunications policy. This regimentation also shuts out the State governments from the opportunity to use the media to promote the educational objectives they want to pursue.

14.10 In no season is this a defensible arrangement. It appears to be even less defensible when attention is drawn to a bit of history. The distribution of powers between the Centre and the States, delineated in Article 46 of the Constitution and elaborated in the Seventh Schedule, follows the pattern suggested earlier under the Government of India Act 1935 for the so-called Federation of India and the provinces that were to constitute it. What is of great interest, under the 1935 Act, while broadcasting was included as an item in the Federation List, a caveat was explicitly spelled out. Under that statute, the right to grant licences for setting up broadcasting stations belonged to the Federation; it was nonetheless stated categorically that such licences should, as a matter of course, be granted to the governments of the Provinces were they to make a request to that effect. There was only one limiting condition for the grant of such licences: a Provincial government, at the time of applying for the necessary licence, provide an undertaking that the transmission stations under its command must not broadcast items which affect the country's security.

14.11 The Second World War intervened, the Government of India Act 1935 was not implemented in full, and the Federation was still-born. Other developments soon engulfed the nation. Since the Act fell through, the Provincial governments did not have the opportunity to avail of this particular provision in it to set up their own broadcasting stations. Following independence, when the possible contents of the Union List, the State List and the Concurrent List were discussed in the Constituent Assembly, the consensus was in favour of acceding the State governments the right to establish broadcasting transmitters. The Drafting Committee of the Constituent Assembly took note of this sentiment; it was decided that while the prerogative of granting broadcasting rights would remain with the Union, the State governments would not be normally debarred from setting up their own transmission stations. Although this arrangement was not specifically mentioned in the Constitution, it was a kind of gentlemen's agreement to which the members of the Constituent Assembly gave their assent.

14.12 Unfortunately, that understanding has been honoured in the breach. In the fortytwo years since the Constitution came into effect, no State government has been permitted to make its own transmission arrangements. Each time the authorities concerned have been reminded of the past commitment, they have turned a deaf ear. The Centre has, over the years, jealously guarded its prerogative of exclusive control over broadcasts and telecasts. This is indeed a bizarre situation, for it is common knowledge that during the period in the 1980's, when the Government of India was more sympathetic to the cause of the Liberation Tigers of Tamil Eelam than it is at present, LTTE contingents operating from Tamil Nadu were allowed permission to set up transmitters for beaming instructions and messages to their followers in the island-country. A facility, readily granted to a private emigre group, continues to be denied to the constituent States of this sovereign republic.

14.13 The debate has not died down; efforts to have the pledge of the Constituent Assembly redeemed have continued. For a number of years, the Government of West Bengal made representations that the second channel of the Calcutta station of Doordarshan be made available to it to enable it to sponsor its own programmes. It was subsequently expanded into a general demand that one television channel be reserved for the State governments. For reasons not immediately discernible, the demand has not been pursued. There is ample justification to revive the demand and for the Government of West Bengal seek the cooperation of other State governments in the matter. It is altogether extraordinary that the Union government is soliciting applications from private entities, including foreign agencies, for grant of franchise for telecasts, but the invitation has not gone out to the State governments. The consequences of allowing

entry to foreign companies to start broadcasts and telecasts can be partially gauged from the advent of the dish antenna which has already made one or two foreign satellite televisions a reachable consumer product in the country.

14.14 The issue has wide ramifications, not just for culture and education, but also for the country's general political future. Doordarshan chalked up an overall profit of close to Rs. 300 crore in the fiscal year 1991-92. For a government desperately short of resources, the temptation may therefore be great to concede telecast rights to private agencies, including foreign ones : the greater the profusion of such franchise rights, the larger would be the amount accruing to the Union government's coffers. Were the broadcast and telecast policies sufficiently 'liberalised', annual revenue from franchise fees might even exceed a couple of thousand crores. What needs to be pondered over however is the impact of such a framework of policy on the nation's psyche, particularly on the fabric of mind of young citizens. The consumerism which the arrival of foreign telecasts is doubtless likely to encourage would also cause a strain on the nation's savings and set at disarray the developmental goals.

14.15 Unfortunately, given the predicament it is currently in, the Union government might not be fully sympathetic to listening to a point of view which could lead to a contraction of potential revenue earnings. In the circumstances, it is for the State governments to mobilise themselves fully and persuade New Delhi to retract its steps. Short-term resources crunch, including a scarcity of foreign exchange, ought not to persuade a regime to sacrifice its economic, political and cultural sovereignty. Once foreign television agencies are allowed entry into the country, there is bound to be a churning of values and ethos. The foreign telecasts would engender rising expectations amongst certain narrow sections, while the majority of the nation are likely to be left out in the cold.

14.16 Apart from this aspect of the need to protect the nation's cultural suzerainty, there is also the consideration of using the facilities of the electronic media for the expansion of education. We have enough technological expertise to enable us to install transmitters without the help of foreign experts. There may be initially a marginal need to import certain types of special equipment and spares. Provided the development of software and hardware technologies make sufficient headway in the country, even this need would disappear. Once that stage is reached, it should be possible to decentralise broadcasts and telecasts. The State governments could then use the media to mount educational programmes according to their own lights, beginning from the primary level right up to the post-graduate and research stages. The expenditure the State governments would be called upon to incur for the purpose may be met through a policy of cross-subsidies: revenues earned from commercial television programmes permitted by the government could support the educational projects.

Implications of Privatisation

14.17 The Union government recently announced its intention to open a special national channel on Doordarshan devoted exclusively to education, sports and science. Whether this is intended merely to thwart the demand of the States to have a channel of their own is a matter of speculation. Without abandoning their demand for a channel of their own, the State governments could still insist that, in the proposed special channel the Centre might happen to sponsor, blocks of time must be reserved for the States so that they could beam their own educational programmes. An equally important area of concern is the nature and quality of telecasts and broadcasts through commercial channels and the quality and content of feature films and video pictures. The cultural, ethical and educational norms may not, and need not, be uniform all over the country. If, in some parts of the country, there is predilection for light entertainment and programmes of dubious taste, the other parts must have the latitude to travel a different direction and choose their own programmes. Judging by the standards set by All India Radio and Doordarshan, certainly individual States ought to have the prerogative to fall back on their own

norms as regards the quality and content of telecasts and broadcasts. This may be necessary not just to prevent the spread of unacceptable cultural patterns, but also to strengthen the educational base in a State in terms of the State's own preferences.

14.18 In order to regulate the exhibition of motion pictures which might have a deleterious effect on young minds, it may be necessary to strengthen the State statutes concerning cinematography and to bring video parlours specifically under their purview. A concomitant requirement will be to improve the quality of surveillance over cinema and video shows in both town and country. Much depends upon the state of social awareness amongst personnel responsible for maintaining law and order.

14.19 To conclude, the Commission would suggest that attention be concentrated on the following programmes of action: (a) the State government persists in its efforts to secure the right to instal its own radio and television transmissions; (b) plans be initiated for additional radio and television transmitting stations to cover the different geographical areas in the State; (c) in case channels sought by the State government are not immediately made available or frequency allocations are not technically feasible, slots of time, suitably placed during different times of the day, be earmarked in the existing transmitting system for educational and cultural programmes sponsored by the State; (d) a standing committee of educationists, social scientists and representatives of the world of culture be constituted to prepare a comprehensive plan of distance education to be beamed under State government auspices; and (e) advance planning be taken on hand to ensure that the State government's venture in this area becomes self-financing.

CHAPTER FIFTEEN

Certain Miscellaneous Issues

15.1 In this chapter, the Commission proposes to refer to a number of issues which have not found a place in the earlier chapters but are deserving of some special attention.

Education for the Handicapped

15.2 Education for the physically handicapped and the mentally retarded continues to be a greatly retarded area in the State. For no fault of theirs, these citizens are either born with a handicap or become handicapped later in life because of accidents, disease, mental tension or other factors. It should be an integral part of the code of behaviour of a humane society to take adequate measures to make the lives of handicapped young men and women more meaningful and to so train them as to make them useful and fully integrated members of the community.

15.3 The existing facilities for education and instruction of the handicapped boys and girls are as follows :

Category of Institutions	Number of Institutions			Total intake	Government Grant (recurring) (Rs. lakh)
	Sponsored	Aided	Unaided		
Institutions for the Deaf	6	8	2	1,252	56.74
Institutions for the Blind	5	3	—	672	67.81
Institutions for the Mentally Retarded	1	4	—	156	6.96
				2,080	
Training College for Teachers of the Deaf	1	—	—	10	

As will be seen, the present facilities are woefully limited. An intensive programme, with adequate provision of funding, is necessary to augment the facilities and opportunities for handicapped children in a phased manner over a period of five to ten years.

15.4 Immediate attention should be paid to the development of the existing institutions particularly in regard to the repair and renovation of the buildings in which the institutions are housed and arrangements made for various essential equipment and teaching aids. Since the majority of the handicapped children cannot pursue the normal education channel, it is necessary to lay stress on vocational training to assist them to secure useful employment. Such core facilities as are required should be provided in the existing institutions in the first phase of five years, to be suitably expanded later. The Commission would like the government to consider the re-introduction of the following training programmes which once existed for the handicapped: a) diploma course in Art and Craft at Government College of Arts and Craft; and b) certificate course in Printing Technology at the Regional Institute of Printing Technology, Jadavpur.

15.5 Imparting proper quality of training to the handicapped is a specialized job requiring the teachers to be conversant with appropriate modern methods and techniques. For this purpose and also for undertaking an integrated training for the disabled in future, it will be necessary to enhance the facilities at the training centres existing in the State.

15.6 In no sphere of education the need to provide proper hostel and special transport facilities is as pronounced as in the case of handicapped children. In any future plan of action,

this matter should be given due attention.

15.7 At present two Directorates, Directorate of Technical Education and the Directorate of Social Welfare, are looking after the education and training of the handicapped. The Commission recommends that for proper coordination of the activities of the two Directorates, a coordinating committee should be constituted soon.

15.8 It is important to bring up to date the data on handicapped persons, in terms of age-group, sex and category, for each district of the State as quickly as possible. Once this is done, an expert committee could go into aspects of alternative possibilities of providing education to handicapped boys and girls, and also to adults amongst the disabled, and prepare a plan for implementation in the course of the next decade.

15.9 Drawing a plan is not enough. Opportunities for employment and gainful occupation have to be opened for them. This can be done in two ways: (i) by reserving, say, 2 per cent of the posts in government and State subsidized organizations, and (ii) by enacting a law making it compulsory for all private organisations to fix the same reservation quota as part of their social obligation.

15.10 This is one area of education where charitable trusts and foundations should be unhesitatingly called upon to participate in government programmes. The availability of funds from different Central sources should also be continuously explored.

Education of Children belonging to Scheduled Castes and Tribes

15.11 The Commission is compelled to draw attention to an aspect of reality which generates concern. By far the largest segment of children belonging to economically distressed households come from the communities of scheduled castes and scheduled tribes. According to the 1981 census, 21.99 per cent of the population of the State belonged to the scheduled castes and 5.43 per cent to the scheduled tribes. While for the rest of the community, the rate of literacy was 85.01 per cent, this rate was only 13.09 per cent amongst the scheduled castes and as little as 1.82 per cent amongst the scheduled tribes. These estimates are dismal enough, but the urban-rural divide makes them even more so. Amongst the communities belonging to the scheduled castes, the rate of literacy in urban areas was 17.89 per cent; it was as low as 6.05 per cent in the rural areas. For the scheduled tribes, the corresponding rates were for worse, 2.83 per cent and 0.33 per cent respectively. These overall figures conceal some other layers of reality, such as variations and differences between district and district or between the hill areas and the plains.

15.12 Detailed data from the 1991 census are not yet available, so it is impossible to assess how much this picture has changed in of the past decade. According to information available with the State government, total enrolments at the primary stage amongst children from scheduled caste families more than doubled between 1976 and 1986, and, amongst girls, the enrolments nearly tripled. For children from scheduled tribe households, the rise in enrolments was a shade less. At the secondary level too, enrolments went up over the decade amongst children from both the scheduled castes and scheduled tribes to more or less the same extent, with the rate of increase in enrolments for girls exceeding that for boys. Certainly, in the course of this decade, the rate of increase in enrolments, in the primary as well as the secondary stages, for children belonging to the scheduled castes and the scheduled tribes has been considerably higher than for children from the other communities. Even so, the magnitude of the overall problem did not change much; the disparity in the enrolment ratios between children from scheduled caste and scheduled tribe families and children from other communities continued to be very wide. For instance, at the secondary stage, the enrolment ratio in 1986 for children from households belonging to the scheduled castes was 18.05 per cent, and for children from the scheduled tribe households 3.08 per cent, while for children from other communities it was as

high as 78.87 per cent. The rate of drop-outs is also much higher for scheduled caste and scheduled tribe children.

15.13 Admissions to primary and secondary schools have shown a spurt in the last five years. The impact of the universal literacy campaign is also bound to having an impact. It is therefore not altogether unreasonable to assume that enrolments amongst children belonging to the scheduled castes and the scheduled tribes would improve further in the next five years. Extensive land reforms and efforts put in by the *panchayat* bodies should also have a positive influence on the enrolment of children from poor families, the overwhelmingly large majority of whom belong to the scheduled castes and scheduled tribes communities. It would still be a gross illusion to think that the problem of disparities in educational opportunities—and availment of such opportunities—between scheduled caste and scheduled tribe children and children from other communities will narrow significantly without special endeavours on the part of the State government and society at large.

15.14 The block-wise mapping of primary and secondary schools indicates that wide gaps exist particularly in areas of tribal concentration. In the framework of educational planning for the next five or ten years, preference must be given to such areas in the matter of opening new schools. Hostelry and residential accommodation have to be expanded for tribal children, especially for girls. The allocation of funds for maintenance of such hostels has to be suitably adjusted from time to time to cope with the factor of inflation; otherwise the school authorities would be forced to charge special levies on the pupils, which could only aggravate the problem of drop-outs. What is specially important is that the allocation of funds for such purposes must not discriminate between institutions located in the same area. Perhaps arrangements could be made to release funds on a monthly basis rather than on quarterly or bi-annual instalments.

15.15 Transcending all other issues is however the need to have a closer look at the curriculum of studies particularly at the secondary level. For children particularly from tribal families, school education should have an orientation toward skill formation and development of awareness about local resources and their possible productive use. Children ought to have the opportunity to relate what they learn in the classroom with the environment in which they have to live and work. The Board of Secondary Education may be urged to look into this aspect of the matter.

15.16 Finally, there is the nagging problem of language instruction in schools in predominantly tribal areas. The State government deserves commendation for giving formal accord to the *ol* script and for taking the initiative to produce Santhali text-books in this script. The authorities have also announced the decision to arrange the teaching of Santhali in *ol* script in primary schools in tribal areas. Progress in all these directions have however been somewhat halting. Whether those who study Santhali should also study Bengali remains an open question. While several text-books have been produced in Santhali, the process of distribution remains tardy, and the books have yet to reach the schools where they are badly needed. The training of teachers who will teach in Santhali by using the *ol* script is not, according to reports, altogether satisfactory. Perhaps the period of training needs to be extended; in the interim, help may be sought from a number of voluntary organisations which have a pool of experts specialised in teaching Santhali in the *ol* script. A feeling also exists in certain areas that the introduction of Santhali on *ol* script at the primary level is not enough; unless the opportunity is there to continue with the language in the secondary and the higher secondary levels too, enthusiasm for pursuing studies in Santhali is likely to all. Many of these issues deserve to be examined with circumspection.

15.17 The Commission shares the general optimism that the universal literacy campaign and the drive for maximising enrolments and minimising drop-outs under the leadership of the *panchayats* would, in the course of the next few years, contribute in a major way toward the

percolation of educational opportunities—and their availment—amongst the scheduled caste and scheduled tribe populations. But supplementary and complimentary efforts on the part of the authorities are equally needed to be continued and intensified.

Women's Education

15.18 The country's Constitution provides for equal opportunity to both men and women in all areas including education. A wide gap however separates the state of women's education from what obtains for men. Commission and committees at the national level have from time to time made recommendations for the promotion of girls' education in the country. The picture however continues to be gloomy. As in other States, in West Bengal too, the distance between women and the target of universal literacy is very high. The problems of poor enrolments and poor retentions at the primary stage are aggravated in the case of girls. Among various reasons, poverty and illiteracy of the parents appear to be mostly responsible for the illiteracy of daughters. The number of girls' schools is also inadequate in relation to the total number of girls in the specific age groups, especially in rural and economically backward areas. The dearth is sought to be made up by providing for co-education in boys' schools in the neighbourhood. But capacity here becomes a major constraint even when other factors do not act as an impediment. Besides, in rural areas grown-up girls are often not sent to school since they have to look after their younger brothers and sisters as their mothers have to do household chores or work for earning money as day labourer. Moreover, in spite of legal bar, girls from backward classes are given away in marriage fairly early.

15.19 Adequate provision appears necessary for non-formal centres of education for such drop-outs amongst girls, for girls who do not enrol; and for adult women in the countryside. If the mothers can be attracted to these non-formal or adult education centres, they may be expected to encourage their daughters too to go to school.

15.20 However, in the rural areas, where a majority of girls and women are usually kept busy with work in the fields, the traditional system of instruction is unlikely to be suitable. The need is for vocational education accompanying non-formal patterns of education. Such vocational education should be in conformity with the interests and ability of the learners, the availability of local materials and local crafts. The training should be such as to encourage self-employment for a large number of women both urban and rural. It will be quite relevant if the concept of co-operative system of work is introduced in the syllabus. In order to make girls' education, both formal and non-formal, more effective the government should try to attach Balwadis or creches to such centres of education and formal schools so that working mothers can avail of their facilities.

15.21 It is equally important to add to the number of industrial training institutes and polytechnics exclusively for women. If resources will not permit that measure, a quota of seats in such institutes and polytechnics should be earmarked for women.

15.22 To make the non-formal teaching centres more attractive for women, arrangements should be made for including Home Science, Nutrition, Health Education, Nursing, Cooking, Midwifery, Sewing and Needlework, Handicraft including canework, mat-making, etc., in the curriculum.

15.23 The rapid expansion of both formal and non-formal education for women will necessarily lead to an increased demand for training women teachers, specially in rural and less accessible areas.

15.24 Certain other issues concerning women's education are obvious, but nonetheless tend to be neglected. These include hostelry for women students at all levels, arrangements for privacy and toilet facilities at academic institutions. The universal literacy campaign has revealed the need for intensifying efforts among Muslim and Tribal women. Experienced trainers and

volunteers need to be mobilised for the purpose in accordance with a carefully drawn up programme of action.

15.25 The *panchayet* bodies have a major role to play here. Raising the level of women's education—and women's consciousness—is very much a function of social mobilisation on an extensive scale. Thus viewed, it is an integral part of overall social and economic development.

Hostel Facilities

15.26 The shortage of hostel facilities in educational institutions in West Bengal is very acute. Not only is capacity woefully lagging a long way behind requirements and demand; the condition of existing hostels too is in most cases deplorable. Even the better known hostels of yester-years are now like haunted houses. Dilapidated buildings, unhygienic kitchens, uncleansed toilets, gloomy rooms, messy surroundings and the absence of recreational facilities are common in most of the existing hostels. Few have libraries or reading rooms. Hardly any academic ambience can be felt to prevail in most students' hostels, including those run by educational institutions directly under the control of the government. Some of the students' hostels attached to educational institutions managed by religious or charitable trusts and those attached to engineering and medical colleges have a comparatively better appearance. Hostel accommodation for girls is however grossly neglected.

15.27 Hostel facilities are critically inadequate even in universities which are predominantly residential. The conclusion one is driven to is that students' Hostels are nobody's concern, more so in institutions which offer general education. Arrangements for residential accommodation for students in rural schools are no better. Hostels are taken to be some sort of a shelter for those who have no other alternatives available. Hostels no longer foster the spirit of community existence and sharing together the experience of youth; bygone is the charm of hostel life one reads in literature. Many incidents of student discontent are in fact occasioned by the lack of minimum sanitary and other facilities in hostels.

15.28 The Commission has recommended the establishment of 'cluster' schools and colleges in educationally backward areas so that facilities, including the services of teachers in specialised fields, could be shared and relatively evenly distributed among institutions. We have suggested similar pooling arrangements for the universities too. A basic pre-condition for such poling and clustering is however the availability of adequate hostel facilities.

15.29 This matter, the Commission feels, needs to be given the highest attention by the authorities. The reason for the present deplorable condition of the hostels is paucity of funds. Hostel rent and other charges in institutions of general education have not increased for decades. These should be raised substantially with immediate effect, with provision for exemption of payment for students from indigent families in the manner suggested for tuition fees. The special subsidy for hostels for students belonging to scheduled castes and scheduled tribes should continue, and, where necessary, further extended.

15.30 The Education Department of the State government may set up a task force which should collect detailed information regarding the conditions of hostels in different educational institutions and about the general availability of residential students accommodation for students including for girls, in the different districts. The task force should indicate a number of short-term measures for improving the situation, including, for instance, the requisitioning of unused residential property for conversion into hostels.

15.31 The Commission is aware of the constraint of resources which may inhibit the State government in embarking on ambitious programmes in this area. Funds may however be mobilised by seeking contributions from banks and other financial institutions, foundations and well-established families and individuals. Students may also be invited to organise a series of, for example, blood donation camps, the proceeds from which could be handed over to the

government as contribution to its hostel building programme. Innovations in low cost architecture in hostelry should be availed of in order to ensure optimum use of public funds set aside for the purpose.

Certificates, Scholarships, Awards and Medals

15.32 The Commission's attention has been drawn to the near-chaotic state of affairs in the universities in the matter of distribution of certificates to students who have passed out or in issuing duplicate certificates whenever these are requested. Legitimate requests for review of examination answer-scripts are similarly treated in a cavalier manner. The same malady has, according to some reports, begun to afflict the State Board of Secondary Education and the State Council of Higher Secondary Education. These delays are not only unconscionable, but also, if we are allowed to say so, unpardonable, since many careers could be ruined or harmed by such dilatoriness on the part of the authorities.

15.33 The actual award of special awards and medals, announced on the basis of examination results, has also been delayed for years on end. There are several instances of an official announcement of an award or a scholarship being followed up by absolutely no action. Such slip-shodness not only demoralises a scholar; it is also a slur on the reputation of the State government or the universities concerned. The Commission hopes expeditious measures will be taken to remedy this sad state of affairs.

15.34 The same kind of problems recurs in the area of award and disbursement of scholarships. There are a numbers of scholarships and stipends now available to students from higher secondary classes onward for example, the national scholarship, national loan scholarship, the DPI's stipend, scholarships for scheduled caste and scheduled tribe students, scholarships under the National Science Talent Search Scheme, scholarships under the Jagadish Bose National Science Talent Search Scheme and various scholarships/stipends coming from private endowments). In a large number of cases, the scholarships/stipends awarded each year do not cover the entire sanctioned quota. This happens due to the time lag between the publication of results of a particular public examination and the selection of awards. Further, in almost all cases, disbursement is extremely delayed, so much so that those for whom these are meant continue to suffer throughout their entire period of studentship. One cannot overemphasize the need to eliminate the delays at all costs.

Salary and Pension Payments

15.35 On one particular matter the Commission would like to express itself in very strong terms. It is important that the State government commits itself to payment of salary to all categories of teachers on the first day of each month. Employees in the educational sphere now effectively belong as much to the government sector as direct government employees; that the same Pay Commission is asked to make recommendations on the fixation and revision of pay and allowances for both groups of employees is acknowledgement of that reality. If direct employees can be paid regularly on the first of each month, whatever the exigencies, the State government should be morally bound to pay the salary of teachers and others employed in educational institutions too on the same date. Reference is sometimes made to the reluctance or non-cooperation of the banking sector, and the lugubrious working of the postal department, preventing the government to meet this commitment to employees in the educational sphere. This is a matter which the State government ought to take up with the Centre. Most banks are into the public sector, they receive deposits from the general public in this State and it should be in the line of their public duty to agree to facilitate the payment of salary to teachers and others on the first day of the month, provided the State government fulfils the preliminary tasks which belong to it. It should be possible to reach similar arrangements with the post offices too.

15.36 The Commission would also urge for arrangements for regular payment of retirement benefits to retired teachers and others. True, difficulties have often arisen in the matter of maintenance of service records, etc., for which school and college authorities cannot disown a share of the responsibility. But this problem concerning past cases will soon pass into history and be resolved in some manner or other. The Commission is keen that the difficulties which cropped up in the past should not recur in future, and necessary administrative measures should be undertaken so that the records essential to clear pension cases are henceforth maintained with meticulous care by all concerned.

Retirement and Retirement Benefits for Teachers

15.37 This State carries in the unemployment register, to five million names close of which at least two million belong to the category of educated unemployed. Against this background, it is most difficult to support the representation to extend the age of retirement of any category of teachers beyond 60 years. The government, in the Commission's view, may make a categorical announcement to the effect that for all categories of teachers at all levels, the age of superannuation will be 60 years, and no exception is to be made to this rule.

15.38 At the same time, sympathetic consideration need to be shown to the problem of retired teachers. The Commission understands that for teachers who have served the same length of time in identical positions in institutions at the same level of education, pensionary benefits differ between those who retired before a cut-off date and those who retired after this date; those who retired before this date receive a much lower sum as pension. This is patently unfair; the argument that those who retired earlier were on a lower pay scale should not be used to deny them a minimum repeatable amount of retirement benefit commensurate with the services they have rendered to the community. Since the number of such retired teachers will be limited, the additional financial burden on the government to take care of their representation will be small. The Commission recommends that the amount of pension for teachers of different categories who had retired before this cut-off date should be adjusted upwards and bear some resemblance to the benefits accorded to those retiring after that date.

The Administrative Set-up

15.39 For more than a century, the Director of Public Instruction was the administrative head of the entire educational system in the province of Bengal, head was responsible for academic supervision as well. With the tremendous expansion at all levels of education since independence, it was thought expedient to decentralize the administrative structure. Academic supervision has in course of time become the responsibility of the universities, the Board of Secondary Education and the Council for Higher Secondary Education. Over the last decade, separate directorates have been set up for school education and for mass education and library services. Similar divisions have taken place within the secretariat too.

14.40 The Director of Public Instruction is now responsible for collegiate education only. The office of the DPI is divided into a number of sections, which are concerned with different aspects of college administration such as release of pay, creation of new posts, pay fixation, permission for new colleges etc., release of grants, monitoring administrative, financial and academic performance of the colleges, preparing the annual budget and the plan budget, dealing with financial administrative and academic matters relating to government colleges, release of scholarships and stipends, and so on.

15.41 Besides the above, there are three Regional Education Offices for inspection, enquiry and other matters relating to non-government colleges belonging to the respective region. There are also a number of District officers of Physical Education.

15.42 A parallel organisation exists for school administration. The school directorate is headed by the Director of School Education. The large establishment of school inspectorate

functions under the Directorate of School Education. The Inspectorate consists of a District Education Officer and his deputies at the district level, Assistant Inspector at the sub-divisional level and Sub-Inspectors for each circle, which roughly coincides with a block.

15.43 There are separate directorates for Technical Education as well as for Mass Education and Library Services, and a secretariat corresponding to each directorate.

15.44 Given the scale of increase in the volume of work, decentralisation of educational administration is inevitable. However, the system as it has developed has given rise to some serious anomalies. Some of these are discussed below.

15.45 Education is a composite entity. The different administrative bodies in charge of education should formulate policies in coordination with each other so as to ensure that these fit into one integrated and comprehensive plan for educational development. Departmental heads should meet regularly to ensure coordination as much in day to day administration as in decisions in policy. There is also the question of interaction between the directorates and the educational institutions they control.

15.46 In the case of schools, monitoring and supervising are the functions of the Inspectorate. In recent years the Inspectorate has failed to perform these essential functions partly due to the increased burden of financial and administrative duties and partly because Sub-Inspectors, who are primarily responsible to inspection, are often not competent for the job. There is also some confusion because academic inspection is now, following the practice of affiliating universities, the function of the Board of Secondary Education and Council for Higher Education as well. Since neither of these two bodies are fully equipped to fill the assigned for them, inspection goes by default. In the case of primary education, the District Primary Education Councils are responsible for overall supervisions, but are not yet in a position to inspect regularly all the primary schools within their respective jurisdiction.

15.47 As we have stressed at several places in this Report, inspection is a basic requirement for ensuring that teaching is up to the standard and discipline is maintained. This will imply, first, a reorganisation of the inspectorate by redistributing the workload and strengthening the office at the block level. Second, it will imply a change in the rules of recruitment for the Inspectorate so that the teaching experience is made a precondition for eligibility for the job.

15.48 There is also the need for coordinating the work of the Inspectorate with that of the District Primary Education Council, the Board of Secondary Education, the Council for Higher Secondary Education, and the panchayat bodies. The District Education Officer should be responsible for coordinating between these different bodies.

15.49 So far as higher education is concerned, there is need for strengthening the different sections of the Directorate, particularly the administrative section, the scholarship section and the offices of the Regional Education Officers.

15.50 The posts of Regional Education Officers were created with a view to accelerate the decentralisation of educational administration. The posts, unfortunately, have not been filled and these officers are looked after by Deputy Regional Education Officers. Some of the functions of the Directorate of Public Instruction for example, release of pay packets, regular inspection of colleges etc., should be delegated to the Regional Education Officers, and the posts shall be filled up.

15.51 There is need for expansion in another direction too. All financial and administrative matters, pertaining to undergraduate colleges, are, after processing by the Directorate, passed on to the Secretariat for execution. This division of functions is necessary for efficient administration. In the case of the universities, however, though enormous funds are

released by the State government every year, only a small section of the secretariat is responsible for the entire work, without any assistance from the Directorate. It is desirable that there should be a section in the Directorate for processing university grants before executive action is taken by the secretariat.

15.52 Financial discipline cannot at present be enforced effectively due to shortage of staff in the accounts section of the Directorate. A strengthening of this section is called for. Such a step would also result in reduction of delays in the release of grants and ensure that pay packets reach the colleges in due course.

15.53 Two other points need to be emphasized. The Directorate will have to maintain close contact with academic bodies and educational institutions. At present, all Officers belonging to the office of the Directorate of Public Instruction, including the Director, are recruited from government college teachers and college principals. This practice should be extended to the Directorate of School Education too.

15.54 Lastly, it is not enough to strengthen the administrative set-up, it is equally important to improve the level of performance. Elsewhere we have spoken of accountability of teachers. In the case of administration too, duties and responsibilities have to be clearly defined all along the line. The existing mechanism for assigning responsibility and taking prompt action for dereliction of duty should be enforced to ensure efficiency at all levels of educational administration.

Education and the Judicial System

15.55 A plethora of statutes defines the educational structure in West Bengal. These legislations concern the different levels of education, and relate to primary, secondary and higher secondary schools, colleges and universities. A fairly large number of statutes are with respect to the mode of selection and appointment of teachers at various levels, their emoluments as well as retirement and other benefits, and the management and administration of educational institutions including universities. Some legislations are for the purpose of laying down the functions and modalities of regulatory bodies such as the Board of Secondary Education. These statutes have been enacted over a long period of time; a few of them in fact date from pre-independence days.

15.56 Several recommendations made in this Report will call for changes in, and amendments to, a number of existing statutes. In some cases, new statutes may need to be enacted. The Legislative department of the government and its legal advisers will be the appropriate quarters to advise the government on the amendments and enactments that will be called for once decisions are reached on the Commission's recommendations.

15.57 In a country guided by democratic behaviour, the rule of law is supreme, and legalities have to be scrupulously observed in each and every sphere of public decision-making. The implementation of the Commission's recommendations will have to be within the framework of the legal system.

15.58 For several reasons, the judicial process in our country however moves slowly, and it often takes years before, on an issue in regard to which disputes have arisen, the final judicial verdict is known. The Commission's attention has been drawn to the fact that the establishment of several hundred primary schools, proposed to be opened in areas where the rate of literacy is very low, has had to be postponed on account of judicial proceedings. Given the crucial importance of education for the nation's social and economic progress, the Commission will make a humble suggestion. A meeting between the State chief minister and the chief justice of the Calcutta High Court could be arranged on a regular basis every quarter. Information may be exchanged at these meetings on major pending cases which vitally affect the State's education system; views may also be exchanged about how judicial decisions in these cases could be expedited.

CHAPTER SIXTEEN

Education Policy and Centre-States Ties

16.1 It will be totally illusory to assume that policies and programmes pursued in a State can be isolated from developments at the national level. The country's constitutions is generally described as federal in character. However, the nature of federalism as reflected in the document, even as it was originally drafted, is subject to a number of limitations. The Constitution, besides, has gone through several very substantive mutations, the cumulative result of which has been to tilt the balance of power, functions and responsibilities further in favour of the Centre. That reality apart, the pattern of evolution of the polity has its own significance. Whether this nation consists of several distinct nationalities, as claimed by some ideologues, may be a matter of dispute. The definition of a nationality is not beyond controversy; the possibility of vociferous protest cannot be ruled out in case a particular definition is insisted upon. Certain facts are nevertheless not open to question. True, the twentyseven States which constitute the Union of India do not reflect precise linguistic divisions. In a few instances, the ethnic factors overshadow the linguistic and cultural ones. The obverse situation also exists, where the population of an entire region speak dialectical variants of the same language and yet are parcelled into a number of States. If these States did not individually possess a distinct cultural persona to begin with, such a persona has emerged in the course of time, and as a direct consequence of the States having been constituted.

16.2 It is not therefore unnatural that the constituent States of the Union, given their distinctiveness in ethnic, linguistic, cultural and other matters, would prefer to have a fair measure of autonomy in the sphere of education. In its original version, the Constitution had in fact assigned education to the State List. This was not in any sense a major departure. To recede slightly into history, the Government of India Act, 1935 itself had provided for exclusive provincial jurisdiction over education. This was considered as only appropriate for a country with far-flung borders and a huge population, and which was further marked by wide linguistic, cultural and ethnic diversities. A centrally determined, centrally directed educational system would, it was implied, be an impractical proposition for such a country, and the Constitution, at the time it was drafted, took this reality into account. There were also other substantive issues difficult to run away from. Resources assigned to the States under the Constitutional arrangements fell considerably short of requirements in case the obligations the State governments were called upon to undertake were to be satisfactorily fulfilled. The Union government, it was thus felt, must play a role in supplementing the resources of the States for meeting educational goals. Laying down certain broad guidelines of educational policy was also regarded as an essential function of the Union government. Soon after independence, the Centre appointed a University Education Commission under the chairmanship of Dr Sarvepalli Radhakrishnan; the Commission demarcated a number of areas of responsibility for the Union government, particularly in the sphere of higher education. The establishment of the University Grants Commission in the late 1950's was in pursuance of its general recommendations. In 1952, a Secondary Education Commission, presided over by Dr. A. Lakshmanaswami Mudaliar, was also set up by the Union Ministry of Education to develop a national framework of secondary education. Given the provisions of Articles 254 to 256 of the Constitution, the Centre, it was hinted, had the necessary discretionary powers to issue directives to the States in the matter of education as well. No particular attempt was made to clarify the underlying juridical issues. Since the administration was in the control of the same political party at the Centre as well as in each of the States, these issues remained dormant, and most State governments were happy at the prospect of additional resource flows, under various heads, directly from the Ministry of Education and through the intermediary of the University Grants Commission.

16.3 The paternal role of the Union government did not however quite end with the appointments of the Radhakrishnan and Mudaliar Commissions and the establishment of the UGC; it was merely the beginning. Another education commission was constituted by the Centre in the second half of the 1960's under the chairmanship of the scientist, Dr. K. S. Kothari; it was specially asked to lay down a comprehensive blueprint of a national education policy. This Commission chose a wide canvas for itself, and made important observations on the content and methodology of instruction at various levels from the primary to the post-graduate stages. It set forth a number of recommendations concerning the medium of instruction at the primary level as well as on the role of the Centre toward advising and financing the State governments in specified spheres, including research and technical education. In the wake of these recommendations, the Centre proceeded to sponsor a number of essentially funding bodies such as the Indian Council of Social Science Research, the Indian Council of Historical Research and so on, for sponsoring research in different areas. The National Council of Educational Research and Training too came into existence, and was assigned the task of promoting integrated educational models and standard text-books intended for use all over the country. An Imperial Council of Agricultural Research had already been established during the British days. After independence, this institution was redesignated as the Indian Council of Agricultural Research; it has traditionally played a role in sponsoring and financing research in agricultural and rural development problems in the different parts of the country. Throughout the fifties and the sixties, a chain of national scientific and technological laboratories were set up under the aegis of the Centrally established Council of Scientific and Industrial Research. This was supplemented by the establishment of four Indian Institutes of Technology and, still later, of four Indian Institutes of Management at different locations. There was, besides, the special instance of the Indian Statistical Institute, which was accorded the status of an institute of national importance by the Union government in the early 1960's. It is possible to refer to a number of other examples of direct Central involvement in the sphere of education. After all, Article 282 of the Constitution enables any Government entity, whether Central or State, to offer grants and subsidies for any purpose whatsoever even if the purpose does not directly come under its purview. The superior financial position of the Centre made it inevitable that irrespective of the provisions of the Constitution, it would be powerfully placed to influence the processes of education all over the country. The Centre has not felt inhibited to exercise its discretionary powers in this respect either. All this is quite apart from the establishment of a number of Central universities—which receive special dispensations from the Union government—and the Central Board of Secondary Education for organising and monitoring public examinations for the Kendriya Vidyalayas and such other institutions.

16.4 Developments of a far graver import took place subsequently. The trend toward centralisation gathered momentum in the country from the early 1970's, and those in control of the Union government began to betray increasingly pronounced authoritarian trends. A decision was reached in this climate to remove education from the State List and place it in the Concurrent List. A few State governments had strong reservations regarding such a reversal of the constitutional arrangements; their voices lost out. Most of the State governments were in any case still under the dominance of the political party which also exercised authority at the Centre; opposition on their part to the Centre's move was either perfunctory or non-existent. Taking advantage of the extraordinary circumstances that prevailed during the Emergency, in 1976 the Union Government rushed through Parliament an amendment to the Constitution which transferred education to the Concurrent List.

16.5 The significance of this amendment should not be missed. The Concurrent List is somewhat of a misnomer. Although according to Article 246 both legislative and administrative measures with respect to items occurring under this List would be permitted to be undertaken as much by the State governments as by the Union government, the actual practice has turned out

to be somewhat different. This has happened on account of the other provisions spelled out in the same Article. While both the Union and the State governments have legislative and administrative jurisdiction over items covered by the Concurrent List, should the Union government pass a piece of legislation with respect to such an item, it would have precedence over any State legislation, either existing or contemplated. Similarly, any administrative action taken by the Union government on a matter included in the Concurrent List renders null and void administrative measures on the part of a State government. The implications could not therefore be more obvious : items covered by the Concurrent List are simply a supplementation of the Union List, and the role of the State governments is marginalised.

16.6 This was in consonance with the aims and objectives of the Union government during the Emergency. The collapse of the Emergency and the change of regime at the Centre put a temporary brake on plans that were afoot to emasculate the States' role in the educational sphere. What is however interesting is that the government which was installed in office following the post-Emergency parliamentary poll, and which lasted for nearly two and a half years, did not initiate any measures to annual the constitutional amendment that placed education in the Concurrent List. The party which constituted the government during the Emergency soon returned to power, and it has been since continuously in command of the Union government barring a brief interregnum. Not surprisingly, the pressure upon the States to conform to New Delhi's views concerning educational policies has intensified over the years.

16.7 A number of other issues cannot be easily brushed aside either. Despite ceaseless invocation of the catechism 'unity within diversity; the Centre's decisions, and measures in different spheres, including in the area of education, have overlooked the need to nurture the diversities which enrich the nation. Justifications and explanations have not been lacking for this apparent deviation from the Directive Principles of State Policy. Rapid national economic growth, it has thus been argued, is contingent upon the existence of an integrated, unified market for goods and services; since industrial and commercial activities are intricately interlinked across the length and breadth of the country, and these activities are in turn heavily dependent on the character of general as well as technological education, a gradual convergence of the educational system unfolding in the different States would be most desirable. At the primary and secondary levels, there are, it was admitted, practical difficulties in the way of enforcing a standard pattern of education. The obstacles are supposedly much less in the undergraduate and post-graduate stages as also for vocational training; the need for a uniform system of education was at the same time claimed to be much greater at these stages. The role and functions of the University Grants Commission have undergone a perceptible transformation over the years pursuant to this philosophy. For the past two decades, the UGC has acted as the supreme catalyst, and universities have been urged to standardise their syllabi and courses of studies in order to be able to serve the cause of national integrity truly and well. Equally remarkably, each time a new government has been installed in New Delhi following a general election, it has yielded to the temptation to put together a national policy on education. The exercise is tantamount to begging the question, for serious doubts can be raised in regard to the usefulness of a national policy, particularly on education, in an essentially federal polity; the tension likely to be generated if all segments of the nation are sought to be put in the straightjacket of a common educational system might, it can be maintained, do more harm than good to the cause of national unity.

16.8 On the other hand, attention is continuously drawn to the compulsions of an integrated administrative, judicial and political framework which defines the country. The All India Services are filled by candidates who hail from different States; successful candidates are expected to serve in any part of the country. A uniformity in their outlook and attitude is considered imperative for effective administration; this uniformity, it is suggested, can be greatly assisted if offered the scaffolding of an integrated educational policy.

16.9 There is the further matter of communications between the Union and the State Governments as well as among the State Governments *inter se*. The issue of education here gets inextricably mixed up with the problem of language. The fifteen languages listed in the Eighth Schedule of the Constitution do not include English, and yet, to avoid undesirable controversy, it has been considered expedient to continue indefinitely with the constitutional arrangement to deploy English as an official language along with Hindi. The picture has been further complicated of late by the clamour to include such languages as Konkani, Nepali and Manipuri in the national languages listed in the Eighth Schedule. The so-called three-language formula, which proposed that school-going children in schools in States north of the Vindhyas would learn a southern language and, similarly, children in the South would learn a northern language, in addition to their respective mother tongues and English, did not make any headway. Nor has it been possible to introduce Hindi as a compulsory third language, in addition to the mother tongue and English, in the primary and secondary stages in the different parts of the country.

16.10 The circumstances are thus full of both anomalies and portentous possibilities. A government in New Delhi, while strongly believing in a centralised administrative structure, yet finds it beyond its capability to enforce a uniform language policy. This is not to deny the fact that the attitude of the Centre has been generally influenced by northern interests who feel the overriding need to establish Hindi as the only official language as early as possible. The propensity within the Union government circles to accord precedence to Hindi and take the other languages for granted is equally well known. Activities of such Centrally controlled agencies as the railways, post and communications, banking, insurance, etc., have lent weight to the belief that they are determined to foster Hindi as the only national language. Even in the so-called national hook-up of Doordarshan, many of the announcements are exclusively in Hindi with not even the minimum nod of courtesy — for instance, in the form of explanations overwritten in English — to those who do not know the language.

16.11 The forces of linguistic centralisation thus have been extraordinarily active in recent years; a major underlying objective, it would not be altogether unfair to infer, is to facilitate the introduction of a uniform national educational system. But the Newtonian law of every action inducing an opposite and equal reaction has not been dormant either. Since the development of the nation itself is still in a stage of inchoateness, contrary tendencies have started to assert themselves. The divisive trends in Kashmir, Punjab as well as in a number of other states, it has even been suggested, are the product of overbearingness on the part of the Union government. The neglect of economic and social problems afflicting the north-eastern States, including Assam, is perhaps largely responsible for the uncertainties currently besetting that region. But the emotional factors are equally pertinent. Awareness of linguistic, cultural and ethnic distinctivities is much sharper today among inhabitants in the different regions than what it was at the time the nation gained freedom, or even what it was a couple of decades ago. It is a vastly changed landscape. Any attempt on the part of the Centre to enforce an education or language policy, which has authoritarian overtones, would, it is more than likely, meet with fierce resistance; the final outcome would probably be to further widen the fissures within the nation.

16.12 The Central decision in the middle 1980's to introduce the *navodaya vidyalaya* scheme of education at the secondary level has aggravated the situation. This scheme, overtly intended to accelerate the pace of social and economic development in hitherto under-developed communities, has two explicit features. First, the intention is to develop a meritocracy — an elite tribe — of students in each district as well as from each backward section and impart to them an education which will in practice make them aliens in their own milieu. The model the Union government has apparently in mind is that of the so-called public schools where children from affluent families are chaperoned through an educational course which, whatever its other

merits, sets them totally apart from the general mass of the community. There is an ideological import of the scheme analogous to the conservative American view that economic development of the black community can be hastened if the authorities take in hand the task of raising a few black capitalists. Since a State government has at least concurrent jurisdiction over education, it would be perfectly within its rights to demur with such a simplistic, if not retrograde, philosophy and the model of compartmentalised education — one version for the privileged group and another for the commoners — that follows from it.

16.13 A second aspect of the *navodaya* programme is equally disquieting. The children admitted to these schools are expected to forsake their mother tongue and agree to have, both as the medium of instruction and as language courses, only Hindi and English. Provision will be made for teaching these children other foreign languages, but not their own mother tongue, nor any other Indian language. This, to put it mildly, is perversity at its worst.

16.14 The seeming unreasonableness of the scheme does not quite end here. A State government must accept its details *in toto*, otherwise no funds will be forthcoming from the Centre under this head. Such a fiat, there is not the least doubt, is bound to cause great strain to the principle of federalism on which the Union of India is assumed to have its foundation.

16.15 It can only be hoped that good sense will prevail and the Centre will retrace its steps on the issue of the *navodyay* programme. It is equally desirable that the Union government proceeds slowly in such matters as the introduction of a 'national' educational policy or of steamrolling its views through the intermediary of Central bodies on which the States do not have any representation. The pace of national integration cannot be hastened by wounding the sentiments and emotions of the individual constituents of this great nation. If the *navodaya* scheme, for instance, is to be made acceptable to the States, its contents should be drastically revised : provision has to be made for inducting the children's respective mother tongues in the curriculum and as media of instruction, and the syllabus should be so drafted as to reflect the realities of the Indian polity and society. In other words, neither in the matter of selection of students nor in the matter of language or course content, the Centre should try to impose its ideology and social and economic philosophy unilaterally on the States. Even at this late stage, it would make sense to overhaul the scheme on the basis of the recommendations of a committee which may be set up for the purpose : such a committee should be sufficiently broad-based, and the States must have adequate representation on it.

16.16 If perchance the idea of such a committee is not acceptable to the Union government, it is important that a State government, which refuses to toe New Delhi's line on educational matters beyond a point, is not denied its due share of the Centre's allocation of funds to the States for raising the level of primary education. A State has the right, at least up to the undergraduate level, to decide on the curriculum, the medium of instruction and the methodology of teaching in the area falling within the administrative jurisdiction of the State. Not to respect this convention would be to activate forces which work not for national unification, but for national disintegration.

16.17 At the same time, as far as technical education and instruction at the post-graduate level are concerned, pragmatism suggests that, as far as possible, uniformity in courses and modalities of teaching should be encouraged. The All-India Council of Technical Education, the Medical Council of India and similar other agencies are already engaged in this task. All that needs to be ensured is that such agencies do not become an echo of this or that wing of the Union government. In the decision-making bodies of these agencies too, representation should therefore be drawn from across the country. If all States cannot be simultaneously accommodated in such bodies, the representation of the States could be on the basis of rotation.

16.18 There are lessons to be learnt in such matters from the experience of Bangladesh as well as from the tragic developments in the erstwhile Soviet Union. If only the authorities in

Pakistan had not been so adamantly uncompromising on the issue of language and educational policy, the unique geo-political experiment of Pakistan, with two wings of the country separated by a distance of a thousand miles straddling another country, might conceivably have continued for some more while. It is true that cultural, ethnic and geopolitical conditions were such that what is now Bangladesh would have in any event in course of time ceased to be a part of Pakistan. But such could have happened somewhat later than when it actually took place. Similarly, despite the importance placed by the early leaders of the revolution on the acceptance of complete equality between different ethnic groups and between the languages they used, measures enforced in the country placed emphasis on speeding up the primacy of Russian in the educational system as well as in the administrative apparatus, apart from establishing the hegemony of the Russian Republic over others. These measures have led to disastrous consequences at the end of seven decades. Again, over-centralisation and the excessive dominance of the Russian language in the educational system and in administration were not the only factors responsible for the collapse of the Union of Soviet Socialist Republics, but they have been, without question, major contributory factors. We in India should draw the appropriate inferences from these experiences.

CHAPTER SEVENTEEN

The Constraint of Resources

17.1 The country is at present in the throes of an unprecedented financial and economic crisis. This has affected, inevitably, the State and the finances of the State Government as well. The demand for funds to cater to the requirements in the educational sector keeps mounting from year to year in both the Central and the State sectors. Given the severe constraint on resources, a fierce competition in effect ensues between the different objectives the government sets for itself. Part of the current problems is admittedly a consequence of faulty educational planning in the past. Had educational goals been in consonance with the nation's overall priorities from the very beginning – and had enough clarity informed these priorities – , the excessive financial strain which, for instance, the emphasis on the mass literacy campaign and acceleration of the pace of expansion of elementary education now call for could have been phased out. Another speculation is equally in order : if, during the first decades following independence, the nation had, through determined effort, succeeded in achieving one hundred per cent literacy, that would have created a favourable impact on the national rate of population growth, with corresponding benefits to the different spheres of social and economic activity. The loss to the nation for the lagged educational effort is thus several-fold.

17.2 History is not amenable to retrospective correction. For most State governments, circumstances have conspired to worsen the crisis in resources from one decade to the next. The entire gamut of financial relationship between the Centre and the States is of relevance here. The transfer of resources from the Centre to the States is limited on account of both constitutional provisions and preferences and prejudices of the Union government. As the burden of repayment on account of past loans from the Centre as well as from public financial institutions continues to increase, several State governments find themselves falling into an internal debt trap. The net accretion of funds to the Government of West Bengal under the dispensations of both the Finance Commission and the Planning Commission taken together has dwindled progressively. The State's developmental activities have accordingly come under pressure, and the implementation of the State's Five –Year Plan has experienced major set-backs. The educational outlay could not remain outside the ambit of the growing fiscal crisis. In the course of the past decade, the State government has consistently tried to maintain the outlay on education between 20 and 25 per cent of the total budget; the strain this has resulted in is now much too visible. There is ground for speculation whether, other things remaining the same, the expenditure on education could be sustained at this level for long. In case the various recommendations contained in this Report are to be carried out with expedition, the need would actually be for both an absolute and a relative increase in the financial allocation on education.

17.3 It is in this context that it is important to draw attention to trends in the Central budget too. When the Constitution was amended in 1976 and education was transferred from the State List to the Concurrent List, the general expectation was of a substantial increase taking place in the Union government's fiscal outlay earmarked for education. This has hardly come about. The share of education in overall Central expenditure has declined in the more recent years. In the budget for the current year, there is actually an absolute reduction in the allocation for education. At one end, the Centre has continued to enlarge its role in the educational sphere; at the other end, its fiscal appropriation for the purpose has gone on shrinking.

17.4 Unlike several other developing countries where as much as 8 to 10 per cent of public expenditure is allocated for education, in our country, as far as the Union government is concerned, the outlay on education is proportionately much less. Since fulfilment of the targets envisaged for mass literacy, elementary education and non-formal education is contingent upon decentralisation of plans and activities to the maximum possible extent, the Union government,

one would have thought, would have preferred to transfer a substantial part of the total resources allotted under these heads to State governments and local bodies. No devolution along such lines has taken place. Although there is a certain flow of funds from the Centre to the States to meet the expenditure on account of non-formal education and mass literacy campaigns, the burden of primary education falls entirely on the States. In the area of higher education too, the convention adhered to by the Centre and the University Grants Commission is to insist upon matching contributions on the part of a State government before grants are advanced, or to bear the expenses for a new activity only for a five-year period, the outlay in subsequent years is left to the care of the State government concerned. Therefore, even acceptance of educational subventions from New Delhi often hinges upon a State government's ability to garner additional resources.

17.5 The problem of this dearth in resources allocable for education now threatens to assume an acute form. As much as one-fifth of the Union government's annual expenditure is given over to spending on defence and internal security. In contrast, the allocation for education touches barely 3 per cent of the budget. Obviously, awareness in regard to the significance of education for national development as well as for national security has not percolated into quarters that matter. A symbiotic relationship exists between literacy and economic growth; a country stuck with the enormous burden of a mostly non-literate population is also a country condemned to economic retardation. Howsoever large the resources a nation sets aside for defence and security, it is still unlikely to command much international respect or attention if its economic base remains shaky. Should it fail to establish a satisfactory rate of economic growth and develop a strong economic infrastructure, the huge outlays its government might undertake on defence are unlikely to be of much avail; it would remain vulnerable to both internal convulsions and external pressures. It is therefore not surprising that campaigns aimed at ensuring a better balance between defence spending and the outlay on education are gathering increasingly wide support. There is still little hope of such campaigns being even moderately successful in the immediate period. The defence lobby is extremely well organised. The lobby for education, in contrast, is weak and essentially disorganised.

17.6 Notwithstanding these realities, the State governments, must in our view, continue to impress upon the Centre the need for a larger transfer of funds than at present earmarked for education. This battle for funds is going to be long-drawn; as of now, the State governments will have to reconcile themselves to a situation where the major part of the resources needed for education they will have to arrange on their own, and only a minor proportion will be remitted by the Union government. No question arises of spurning these limited funds coming from the Centre. But the State governments must endeavour, as far as possible, to deploy these funds according to their own priorities, even as they keep asking for additional resource transfers. This is just another aspect of the on-going debate on Centre-States relations.

17.7 Whether the Centre provides resources of a certain minimum order or not, a State government cannot abdicate its responsibilities in the educational sphere: it is more proximate to the people, and it is expected to respond to the people's most basic needs. It is in deference to such expectations that a State government's allocation for education should increase, as has happened in West Bengal. Chapter Two has encapsulated the story of the steady rise in the financial allocation made by the State government towards deepening and widening educational opportunities over the past decade and a half. A levelling off of this expenditure is noticeable in recent years; in the State budget for the current year, not even a marginal increase has been possible. The resource crunch is, quite evidently, beginning to take its toll. In the circumstances, while urging upon the State government to cut down severely all items of wasteful and superfluous expenditure, the Commission also considers it important to offer a few suggestions for raising additional resources. Any attempt to be exhaustive in this matter would however be tantamount to preempt the responsibility of the Finance Department of the State

government. This is certainly not the province of the Commission. The purpose of the following paragraphs is only to indicate a few possibilities the State government could fruitfully explore.

17.8 One specific comment may serve as a preamble here. In a number of States, especially in the southern parts of the country, there is of late a proliferation of private educational institutions which have made a virtue of the practice of imposing what has come to be known as 'capitation fees'. Education, particularly higher education, has been transformed into a free market commodity; the capitation charges are determined according to the principle of what the market is able to bear; the most superior bidders, those who can afford to pay the highest, appropriate the available educational opportunities; the State governments look on as disinterested by-standers. This practice, which has become rampant in medical and engineering education in these States, further aggravates inequalities in educational opportunities. It should deservedly have no place in West Bengal's educational system. While tapping additional sources of revenue, the Government of West Bengal, the Commission, hopes, will avoid the tentacles of temptations of this nature. The recent judgement of the Supreme Court, declaring such capitation fees *ultra vires* of the constitution, has clinched the issue at least for the present.

17.9 Our first suggestion will be for the imposition of an educational cess in both urban and non-urban areas. The cess will apply in the countryside to holdings which are above 5 acres in size and to non-agricultural households with annual earnings exceeding Rs. 10,000. Since the detailed basic data required to make a cess of this sort feasible are likely to be available only at the village level, the *panchayat samitis* in each block could be assigned the responsibility to levy and collect it. It may be a graduated cess with a levy of Rs. 10 per month per holding on households at the lowest level, going up to Rs. 100 per month for the larger sized holdings or for higher ranges of income. To be realistic, the rate of levy should be flexible, and may vary from district to district. Certainly village people in a district such as Purulia are not in general in a position to bear the same fiscal burden as the rural population in Burdwan. The collections from the levy, the Commission would suggest, should also be retained by the *panchayat samitis*, and spent specifically for education purposes. This may constitute a part of the total devolution for financing educational activities at the block level. The district inspectorate of education may be assigned the task of supervising the accounts, while the Zilla Parishad's could be the decisive voice for settling the other details of the cess, including the rates to be charged.

17.10 For areas outside the orbit of the *panchayat* system, the education cess could assume a number of forms. For instance, corporate entities with an annual turnover of Rs. 10 lakhs and beyond may be asked to pay an education tax which will be progressive in nature : the lowest rate of tax could be Rs. 50 per month, going up to Rs. 2,000 or still higher for big industrial and commercial units. There should be, at the same time, a levy on individuals engaged in the professions. This may be along the lines of the profession tax. It is possible to argue that, rather than having a separate levy, the rates of the profession tax itself could be suitably adjusted upwards. However, in the view of the Commission, a significance is attachable to a specially demarcated levy on account of education : it could stress the point that paying for education is a social obligation from which none may opt out.

17.11 If carefully drawn up and implemented with an eye to the capacity to pay of different sections of the community, it should not be difficult to raise, on current estimates, around Rs. 100 crore each year from these levies. It is an impressive figure, but not impressive enough in the context of the State government's overall requirements. The authorities, the Commission feels, will therefore have little alternative but to consider dispassionately the question of raising tuition and examination fees across-the-board. It is without doubt a sensitive issue. The State government has a commitment to provide free education to each and all up to the higher secondary level ; to renege from that commitment is not easy. That this commitment

is exceedingly sweeping and has given rise to certain anomalies cannot be denied. Under the present arrangements, children from affluent families who can, it is said, afford to bear the burden of tuition fees, avail of a benefit which ought not to be accorded to them. This point of view has some validity. It would, however, in the Commission's view, disequilibrate a considerable part of the educational system if tuition fees were now separately proposed for school children hailing from well-to-do families. The total number of schools in the State of various descriptions will be around 75,000; this number is likely to increase over the next few years. The number of school-attending children, even when drop-outs are excluded, will add up to several millions. Administrative difficulties to be encountered in case a regime of multiple tuition fees is insisted upon for schools are likely to be enormous. It is therefore recommended that the *status quo* be maintained with respect to tuition and examination fees up to the level of higher secondary education.

17.12 The Commission however has a separate proposal with respect to the secondary and the higher secondary schools. A large number of them at present levy an informal 'development fee' from the students. This should be standardised and, as far as possible, made uniform all over the State. It is also important that children from economically disadvantaged households are exempted from payment of the development fee. In the Commission's view, 30 per cent of the students in each school in each class should not be charged this fee. For the rest of the students, the Commission would suggest an annual development fee of Rs. 500 per student for schools in the urban areas and Rs. 250 per student for the non-urban areas. On a rough reckoning, the total receipts for the State will amount to anywhere in the range of Rs. 80 to 100 crores, which will be retained by the schools.

17.13 The Commission would be inclined to take a slightly different view regarding tuition fees at the college and university stages. These fees have more or less remained unchanged since before the Second World War. In the course of the past six decades, the general price level must have gone up at least thirty times; the direct and indirect costs per student in colleges and universities must have also multiplied by the same order. Little reason exists for exempting affluent households from bearing a part of the excruciatingly heavy financial burden the government has been enduring on account of the educational outlay.

17.14 Even so, it is not the Commission's intention to propose to raise tuition fees for all students beyond the higher secondary stage. Those coming from households not particularly well placed in economic terms may be exempted from payment of fees; once again, 30 per cent of the students at the undergraduate, graduate and post-graduate levels may be thus exempted. While, for the State as a whole, the proportion of those exempted from payment of fees could be 30 per cent of the total students' roll, it should be the prerogative of the authorities to raise or lower this proportion for individual districts and locations. A higher level of exemption, for instance, should be justified in the case of districts such as Purulia and Bankura and for the Sunderban region in South 24-Parganas.

17.15 The actual extent of increase of tuition fees could give rise to some controversy. Here again, the Commission would emphasise the desirability of taking a pragmatic view. It would in any case be absurd to propose to raise tuition fees by three thousand per cent so as to compensate fully for the rise in unit cost of education since the 1930s. It would, at the same time, be almost pointless to effect only a marginal increase in fees; that would serve the cause of tokenism and little else. Besides, since resistance to annual increases may be expected to be intense, it would be prudent to plan for the present for a once-ever rise in fees; it should therefore be of a reasonably sizeable magnitude.

17.16 Considering the various aspects together, the Commission would recommend that the standard tuition fee at the undergraduate level be raised to Rs. 50 per month and at the graduate and post-graduate stages to Rs. 75 per month. Once the necessity of an upward adjustment in fees gains wide social acceptance, since the economically disadvantaged will not

be affected, the incidence of the extra burden is likely to be considered as both bearable and equitable. It would be for the government to explain the issues to the public and point out that even with such a substantial increase in tuition fees, higher education would continue to be subsidised, and to an overwhelming extent, by the State.

17.17 A further point is worth mentioning. The cost of education per student in the science stream, it is well known, is at least twice the cost in arts, commerce and similar other streams both at the college and the university levels. Whether this difference in costs should be reflected in the tuition fees charged in the respective streams is best left to the judgement of the authorities.

17.18 Along with tuition fees, corresponding increases should take place in laboratory charges, library fees and examination fees to in the post-higher secondary stages. Here too, 30 per cent of the students should be totally exempted from paying these charges and fees.

17.19 Engineering and medical education are exceedingly capital-intensive. The expected private returns for students who complete engineering and medical courses are also very high. As long as 30 per cent of students are exempt from payment, the general tuition charges for these courses could easily be raised to Rs. 250 per month. The examination and other fees charged should undergo similar upward revision.

17.20 The aggregate net additional realisation, provisional calculations suggest, from the increase in tuition and other fees at the college and university levels can be expected to be in the neighbourhood of Rs. 20 crores per annum. The amount certainly is not significant given the magnitude of the total outlay on education on the part of the State government. It would nonetheless constitute a beginning. The more fortunate sections of society must realise that they have an obligation to contribute, even if fractionally, for the higher education their offspring receive, and that this obligation might, in course of time, imply a much heavier impost in order to meet the full cost of education of their own children as well as the cost of education of children from families which are economically disadvantaged.

17.21 Should the tuition fees be raised in the manner delineated above, there could well be one encouraging spin-off. Since a larger sum than before will have to be set aside for covering tuition and other charges, at least some of the households might experience a marginal resource crunch deterring them from engaging private tutors for their wards. From the point of view of society, this indeed would be a most beneficial outcome.

17.22 A large number of representations have been made to the Commission inviting attention to the deleterious effects of the proliferation of so-called English medium schools in Calcutta, the district towns and even in the interior of the countryside. The Commission has discussed this issue in Chapter Thirteen. That problem apart, given the upsurge in the sphere of education, the demand for secondary and higher secondary education is likely to expand at such a fast rate that the capacity in the government-aided schools is unlikely to be able to cope with the situation. It would be realistic to assume that some private institutions will come up to take advantage of the demand-supply gap. There will be need for vigilance so that these institutions do not deviate from educational norms laid down by the State. All non-government institutions, whatever their nature, should, in case the number of students enrolled by them exceeds twenty, be compulsorily registered with the government. The government should charge an initial approval fee, and the rates of this fee should vary proportionately with the size of the student population and also bear a relationship with the nature of, and the level at which, instructions are imparted. In addition to the approval fee, there may be a registration fee, and the government may also insist upon the renewal of registrations on an annual basis.

17.23 Not that it is possible for the Commission to make even an approximate assessment of the total sum realisable from these levies. We have however another objective in mind while making this recommendation. If the approval fee, registration fee and the re-

registration fee are pitched at appropriate levels, those institutions, the activities of which tend to cut athwart stated social objectives, might feel somewhat discouraged; fly-by-night operators could then decide gradually to withdraw from the field and move to other pastures.

17.24 A related issue is whether, in view of the resources crunch, government-aided institutions, including schools, colleges and universities, might not seek grants and other forms of financial assistance from private foundations, trusts, corporate bodies and individuals. No objection should lie in the acceptance of private grants as long as these are without strings and not subject to any conditionalities. It is however desirable that the State government's prior approval is sought by the institutions concerned before accepting such assistance. The State government may also consider approaching the Centre so that grants for educational purposes from bonafide sources are treated at par with grants to charitable trusts, etc., for relief from income tax.

17.25 Banks, the nationalised insurance system and public financial institutions have sponsored development loans, at subsidised rates of interest, for diverse economic activities. It is for consideration whether the educational institutions in West Bengal should not seek accommodation from these public financial agencies to meet the cost of school and college buildings, laboratories, libraries, etc. These are activities which are analogous to projects in which funds particularly from the National Housing Board and the Housing Finance Development Corporation are expected to be invested. If financial institutions do not shy away from utilising their resources for speculation in the stock exchanges, little ground exists for them to deny funds for educational development, and at concessional rates of interest.

17.26 In concluding this Chapter, the Commission would however like to return to the point emphasised earlier. Much the larger part of the resources needed for educational expansion in the different parts of the country must come from the Consolidated Fund of India; if a change in the constitutional arrangements is required for the purpose, the State government ought to take the lead to mobilise efforts to bring about the change.

CHAPTER EIGHTEEN

Goals and Responsibilities

18.1 It is almost axiomatic that the social milieu exercises a major influence on the educational environment. But the obverse of the statement is equally true : educational reforms are indisputably a key instrument for effecting changes in society. It is thus a two-way relationship. Concern is often expressed regarding about the decline in social mores has done havoc to the educational system. It would be pointless to rebut this proposition. But those closely associated with education, in whatever capacity or position, cannot quite escape their obligation to try to change the undesirable societal trends. That is what commitment is about.

18.2 The earlier chapters have presented in a general appraisal of the developments in the field of education in the State in the course of the past decade and a half and recommended measures, some of them drastic, others minor, which, in our opinion, could improve the quality of education and educational administration. We have sought to suggest an internally consistent educational framework after detailed analysis of the basic issues and laid down a schemata of measures which, in our view, ought to be undertaken. The schemata will however remain an arid theoretical construct unless the different constituents of society involved in the educational process—teachers, parents, students and, finally, the government—agree to give it a fair trial. The accountability in this respect attaches to all sections of the community.

Education and Integrity

18.3 Consider, for instance, the overriding problem of restoring and preserving morality and integrity in the educational sector. To suggest that ethical values must inform education in all its aspects is to mouth a cliche. By itself such preaching means little. Teachers may be exhorted to keep to the straight and narrow path of rectitude and adhere to the code of honour traditionally associated with the noble profession they have the privilege to belong to. But can rectitude be the exclusive practice of educators while the rest of the society rushes headlong in the opposite direction? It is hardly enough to say that teachers at all levels should desist from engaging in private tuition. The injunction may be made an integral part of the terms of appointment; the rules and statutes could be revised in order to make the provision retroactive; stringent legislative measures may even be proposed for the purpose. We may, similarly, either by administrative directive or promulgation of rules, make it obligatory for teachers to undertake invigilation duty and examine answer-scripts. Examination scripts, it could be categorically laid down in the rules, must be returned to the authorities concerned within a stipulated date. In some respects, the Commission in fact has gone further. It has recommended that teachers be present at their respective educational institutions for all the working days even when they have no formal teaching assignments, so that they might be available to offer guidance and advice to students. If there is any dereliction of duty on the part of teachers, the statutes and supporting rules could also, we have suggested, provide for disciplinary measures. The Commission has gone to the extent of recommending that, in some cases, apart from imposition of penalty, erring teachers should be exposed and widest publicity be given to the details of their violation of the code of conduct.

18.4 The authorities may similarly lay down norms of behaviour for the community of students at different levels. Rules may be framed to ensure regular attendance of classes on their part; those who play truant would, the rules may say it in most unambiguous terms, receive their just deserts. In the case of students in secondary and post-secondary levels, habitual absentees could be debarred from promotion to the immediately higher class or refused permission to sit for the examinations. Rules may also be framed to discourage students from

engaging private tutors. And certainly there must be strict provisions whereby students, who cheat in examinations, receive exemplary punishment, including rustication.

18.5 We may also fervently appeal to parents and guardians not to add to the burden of their wards, and not yield to the blandishments of school authorities such that children, who are almost infants, have to carry in their satchels a score of books and bring back home assignments that leave no time free for play or frolics. An undertaking could also be extracted from guardians of students below the age of 21 that private tutors be kept at arm's length.

18.6 Much of all this is likely to be, let us admit, akin to tilling at windmills. If to cut corners is the increasing practice among the leaders of society, students and teachers cannot don the mantle of heroic deviants. If inflation rages at an annual rate of 20 per cent or thereabouts, and the notion of keeping up with the Joneses receives overwhelming social sanction, teachers would be on the look-out for extra earnings irrespective of norms or rules. In a competitive environment where worldly success depends upon superior performance in examinations, it would be idle to hope that injunctions, even when recognised as legal, would work and private tuition, which promises to ensure success, would be eliminated. Nor can we avert our attention from a number of other basic factors. A mushrooming of institutions, supposed by motivated by the object to promote education, has taken place in recent years under the aegis of private entrepreneurs. These are often little different from shady commercial outfits, their main objective is to rake up profits. Legal advice may be sought on the feasibility of restraining, or altogether preventing, the activities of such rackets through statutes which would not attract the disability of Article 14 or Article 19 of the Constitution. In the ultimate analysis, however, the educational process can scarcely be reduced to a phenomenon subject to the surveillance of the forces of law and order. Only social pressure can stop undesirable and unethical practices with injurious consequences for the educational system. Neither legislation nor horatory urgings on the part of the government would be of much help here.

The Isolation Paradox

18.7 This is not defeatism, but acknowledgement of the realities of contemporary existence. No segmented approach can eradicate the thousand maladies afflicting education. What is essential is a total transformation of social ethos and in the general attitude of the community. To usher in such a transformation, the first task is to create an understanding among, and mobilise support from, different strata of citizens. The mobilisation has to cover teachers, students, professional persons, guardians, the authorities involved at different levels, and, finally, the entire spectrum of the political leadership and mass organisations. Maintaining the integrity of the educational system has to be an obligation of each and all, since the deterioration of the system harms, in some manner or other, each and all. A campaign of this nature cannot however be confined to within the confines of professional or political bodies. Each single household in the State must be reached, even housewives need to be mobilised to raise the level of social awareness of problems which affect education. It is important to inject a certain quantum of passion in the campaign. In a poor country such as ours, only the accompaniment of an emotional zeal would enable education of the appropriate kind to reach every household. Morality, besides, is not compartmental. In a competitive society, any norm that is sought to be enforced will impair the short- or long-term interests of this or that social category. An Isolation Paradox is at work. On their own, none in society would be agreeable to give up a privilege or prerogative they have traditionally enjoyed. Some sections would however agree to forsake a few immediate gains for themselves in case others too are willing to undergo a similar sacrifice. If a new set of social code is to be introduced, the entire community has to be involved. We make this assertion despite the fact that society is not an undifferentiated category and class forces are in operation.

18.8 An additional compulsion for invoking the necessity of a mass campaign is the crunch in resources affecting as much the educational institutions as the government. A revolution of rising expectations has been unleashed all over the country, its orbit encompasses this State too, and for a very specific reason. In the course of the past one and a half decades, thousands of new educational institutions have been opened in the State to cater to the requirements of students at different levels. School enrolment has increased several-fold, the incidence of drop-outs, particularly at the primary stage, has diminished. Thousands of teachers have been appointed in these institutions. The terms and conditions of work of the teachers have vastly improved. Education has been made free in the State up to the higher secondary stage. To be sure, several imperfections still vitiate the State's educational scene. Mistakes have occurred on the part of the government. Minimum preparatory work necessary to ensure the success of particular programmes for which responsibility has been assumed has sometimes been found wanting. In quite a few instances, effective communication between the State government and the teachers or others involved in the educational system has been less than perfect. There has also admittedly been misconceived, and occasionally mischievous, propaganda mounted against the government's endeavours. None of these can still detract from the significance of the sharpened emphasis on universalising educational opportunities at all levels, and, for furthering that purpose, the enlargement of the scale of educational outlay in this State.

18.9 But precisely because of the rise in expenditure that has already taken place, it would be increasingly difficult for the authorities to continue to allocate more and more for education so as to keep pace with the accelerated demand for facilities and benefits on the part of both students and teachers. The external and internal debts the nation has been trapped into are also likely to affect the course of developments here. The arithmetic of supply of and demand for resources for deployment in the educational field has ceased to match. The spectre of this disequilibrium is likely to haunt all sections, including those who seemingly have the remotest connection with the educational process. Only a broad-based movement embracing all segments of society, and covering all shades of ideological opinion, can take care of the resulting social tension. Difficulties are likely to be additionally encountered in the implementation of socially determined priorities, such as attaining the goal of total literacy and providing elementary education to all children in all social groups. It is crucial for fulfilling these goals to that dedicated cooperation is received from teachers, students, guardians and others.

18.10 Monetary rewards are important. Pecuniary incentives have a role to play even in the rarefied world of higher research. But mundane incentives by themselves would not take the social experiment very far unless these are complemented and as well as supplemented by the ethos of social service. To repeat what we have already said above, those directly associated with the educational sector cannot be held exclusively responsible for the widely perceived decline in social commitment in the recent period. Other forces, more powerful, are vitiating the environment. The national leadership, it will be justly said, has set an uninspiring example which is being avidly emulated by large segments of the community; to focus attention on the amorality rampant in the educational world alone will be to start at the wrong end.

18.11 What nonetheless deserves to be stressed is that even political reforms hinge upon reforms in the educational structure. If, through some stratagem, a climate of morality were to be re-established in the sphere of education, it could trigger a chain of consequences which are most unlikely to leave the rest of the society unaffected. True, the government, given its mandate, has a special responsibility to assume and discharge. But its burden will be considerably lightened if the hand of cooperation is extended by all sections. This does not mean that the authorities are absolved of the accountability which belongs to them. It bears repeating that if, in the course of the past fifteen years, the educational landscape in West Bengal has undergone a major change, this is on account of the lead provided by the State government. Although much remains to be done, and we have drawn attention to the many serious

deficiencies that hit the eye, progress has nevertheless been marked in a large number of important areas. A modicum of discipline has been restored to the scheduling and conduct of examinations. The administration of educational institutions has been, to a considerable extent, democratised. The Commission has made a number of recommendations to further hasten the pace of decentralisation. However, it can be the least forgotten that one primary objective has to be, and remains, the protection and enhancement of the quality of education. Merit must receive its just reward. It would be idle to pretend that lapses have not occurred, especially concerning this matter, during these one and half decades. The pursuit of quantitative achievement has sometimes been at the cost of quality. There has been also much avoidable waste and misdirection of energy as well as of resources.

Encouragement of Merit

18.12 A commission such as ours can only append a few cautionary notes. The government and its agencies have the final responsibility for the effectiveness of the education that is imparted and the modalities availed of, for it is they who will be at the receiving end if things go wrong and a backlash ensues. Education, there is no question, must reach all households occupying the different layers of society ; educational opportunities have to be thrown open to all. None of these edicts imply that quality should be de-emphasised and standards allowed to wobble. In the course of the discussions that we had with individuals and representatives of organisations, a theme which continuously recurred was related to a supposed secular decline in educational standards and a falling-off in average academic performance in the State compared to certain other States. The thinning out of candidates from the State who sit for the all-India competitive examinations for public appointments and, further, who succeed in these examinations, has been causally linked with this alleged decline in academic standards. It has also been pointed out that domiciles in this State constitute a gradually falling proportion of those holding executive positions in private firms. These are however minor worries, and can be easily redressed. It should be possible for the government, within the limits set by its resource position, to introduce, outside the general format of education, programmes for training and instruction of aspiring candidates on the technique of doing well at all-India examinations or make them conversant with esoteric managerial skills necessary to pursue a successful career in the private sector. Besides, as far as West Bengal is concerned, the record book is not uniformly bleak; there are several success stories as well.

18.13 The preservation of standards and the encouragement of merit in any case call for a much broader perspective. The recruitment of teachers at all levels must, for instance, be fair, and exclusively determined by considerations of merit. The Public Service Commission in the State has built a tradition in this respect. The College Service Commission, which has been functioning for the past dozen years, has still some distance to travel before it receives comprehensive social approval; the government must be punctilious in ensuring that such Commissions are so constituted as to command universal respect and that the implementation of their recommendations is not derailed. The District School Service Boards we have proposed, in case established, must strive to secure a similar social acceptance. What is of importance is that not only should justice be dispensed, it must also appear to have been dispensed. In the case of all public education bodies, checks and balances deserve to be introduced to prevent mistakes and weed out weaknesses that might currently exist. The concept of fairplay must also permeate the mode of appointment of teachers in universities and in the examination system in all its aspects.

18.14 The government will have to be scrupulous, and, at the same time, ruthless, in enforcing rules and procedures so as to safeguard fairplay. If the authorities themselves set and demonstrate standards of excellence and probity, that would contribute immeasurably toward strengthening the campaign against deviation from ethics on the part of sections of teachers and students, as well as, for instance, governing bodies of private and aided institutions.

18.15 A system lives and flourishes only when those associated with it develop a sense of devotion to it and share in the pride the fulfilment of its objectives generates. The reconstruction of education in West Bengal is a task which cannot be accomplished by the government on its own. It will not also be accomplished if the government presumes to know everything and shuts the door of consultation with different sections of the community. In a number of instances, the authorities should in fact encourage forms of what is described as 'counter-culture'; decentralised educational experiments, which may initially appear to be heretic, may sometimes provide valuable insights into alternative possible ways of reaching the same goal. The objective should be to create an ambience where trust begets trust and confidence begets confidence. The tendency often noticeable to direct all criticism toward the government and hold it responsible for all the ills and deficiencies, real or imagined, in the present system is as unfortunate as the other syndrome where the authorities heap all the blame for imperfections and blemishes in the framework of education either on the disinterestedness of the community at large or on the colonial heritage. Each section of society has to be persuaded to take a look at the mirror and ask what its contributions could be to improve the milieu.

18.16 The foregoing considerations notwithstanding, the overriding priorities in the educational field in West Bengal must rivet on the universal spread of literacy and the intensification of arrangements whereby all children in the age-group of 5 to 14 are not only enrolled but stay the entire stretch of the curriculum. Once these goals are reasonably fulfilled, a social ferment could be expected to be abroad. No quarters will then be given to those who want to thwart the even and just distribution of opportunities in society, including opportunities for education and skill formation. The admonitions recorded in the above paragraphs will not at that stage lose their relevance, but will merely be bereft of their immediate context.

Priorities and Accountability

18.17 In Chapter Two, the Commission had drawn attention to the datum that as much as 95 per cent of the State government's financial outlay on primary as well as secondary education is earmarked for the payment of emoluments of the teaching and the non-teaching staff. The corresponding proportion for higher education is 80 per cent. Little, very little is thus left for meeting the other basic infrastructural requirements, such as construction and maintenance of buildings including hostels, equipment including benches, tables and black-boards, educational aids such as globes and maps, libraries and reading rooms, laboratories, playgrounds, etc. This situation has to change; the community as a whole has to acknowledge the fact that, whatever criteria are deployed to work out a calculation of costs and benefits, a shift of allocation away from payment of staff remunerations to provision of other basic facilities is crucially necessary at the next phase. As a broad guideline for the government, the Commission will suggest that, over the period of next five years, the proportion of the overall financial allocation for emoluments be brought down to 75 per cent in the case of school education and to 55 per cent in the case of higher education, so that the rest of the outlay could contribute directly toward improving basic facilities. Once this guideline is accepted and put in practice, the load of social responsibility devolving on the teaching community will intensify. If they fail to discharge this responsibility to the full, it is the community as a whole which will be the victim.

18.18 It is not to be denied that the educational process in this State—and elsewhere—will be greatly influenced by developments in the Indian polity. If the polity succumbs to the contrapuntal pull it is being currently subjected to, the prospects of everything, including of educational planning, would be rendered uncertain. If national economic growth remains sluggish and whatever growth occurs continues to be unevenly distributed between regions and social categories, there is bound to be, at the end-point of the educational process, millions and millions of unemployed manpower. If the new model of economic development introduced at the highest level, which places the nation's destiny at the disposal of external forces, fails to show

the results expected of it by those who are committed to it, the crisis is likely to assume an explosive form. Even at such a juncture, total literacy, including universalisation of primary education, must continue to be the principal, if not the only, educational objective. Total literacy will lift the level of social awareness and release creative impulses in different spheres which will, hopefully, pave the way for an alternative course of economic development exclusively on the basis of the nation's own resources and manpower. Universalising literacy and elementary education should help in universalising this awareness too, whatever conventional cost-benefit analysis may indicate. At least for West Bengal, the educational priorities are thus unambiguously defined. The community has to be mobilised in defence of these priorities. That should be the agenda for the remainder of this century.

Conclusions and Recommendations

19.1 The changes that have taken place in the educational scene in West Bengal since 1977 are striking in more ways than one. Turbulence in schools, colleges and universities has disappeared, examinations are held more or less according to schedule, the practice of unfair means in examinations has been largely checked, the payment of salaries and retirement benefits has been regularised to a considerable extent, the recommendations of two successive Pay Commissions and the University Grants Commission have paved the way for generous increases in the levels of emoluments and other benefits for the teaching and the non-teaching staff of educational institutions. (para 2.3)

19.2 The outlay on education registered a ten-fold increase between 1976-77 and 1991-92 in absolute terms; the real rate of increase is more than 300 per cent. This has been accompanied by a pronounced shift in overall allocation in favour of primary and secondary education. (Para 2.4)

19.3 However, an overwhelmingly large proportion of the educational outlay is earmarked to meet the commitment of salary and wages for the teaching and the non-teaching staff. In the case of both primary and secondary education, as much as 95 per cent of the total outlay goes to pay the emoluments; in higher education, the proportion is nearly 80 per cent, and in medical education, about 70 per cent. (para 2.5)

19.4 Between 1976-77 and 1991-92, the number of primary schools has increased by 10,080, of secondary schools by 569, of higher secondary schools by 879, and of colleges by 87. The number of students at the primary level increased by more than 80 per cent, at the secondary level by 17 per cent, in the higher secondary level by more than 370 per cent and in the colleges by 50 per cent. (paras 2.9 and 2.10)

19.5 While school attendance has generally improved in town and country, for both boys and girls the phenomenon of drop-outs persists, and a lot of ground still needs to be covered to remedy the situation. (paras 2.16 and 2.30)

19.6 There is a serious lack of minimum infrastructural facilities in schools. The number of one-room schools is high; so also the number of one-or two-teacher schools. The quality and the method of teaching leave much to be desired. (para 2.32)

19.7 One of the most significant decisions in the post-1977 period is the abolition of teaching of English as a second language. Another important change is the abandonment, at the primary stage, of the system of promoting students from one class to the next higher one on the basis of results of annual examinations. (para 2.22)

19.8 While the growth of secondary education is significant, school inspection has thinned out, and no alternative procedure of evaluating teaching has yet evolved. (para 2.38)

19.9 Quality has not kept pace with quantity in higher education too. The problem that most attracts attention is the unplanned growth of colleges. (para 2.41)

19.10 The stress in primary education should henceforth be on an-across-the board improvement in school buildings and in other basic facilities such as the supply of meals and apparels, and equipment like books, maps, globes, blackboards, etc. The *panchayat* bodies

should be invited to participate in an intensive, time-bound programme of building low cost school structures with the help of local resources. (para 3.18)

19.11 The supply of free books at the beginning of each academic year should be ensured in primary schools and the practice of supplying new books to some children and old books to some others must be discarded. (para 3.19)

19.12 Steps should be taken so that no primary school teacher is permitted to engage in any other occupation, profession or economic activity. For each block, there may be a formal body, consisting of representatives of the *panchayat samiti*, the District Primary Education Council, the District Inspectorate of Schools and at least two eminent retired teachers of the area, one of whom should preside over it, to monitor and supervise the quality and content of teaching in schools. A village-level education committee may also be formed consisting of village elders and social workers interested in the problems of rural education. (paras 3.21 and 3.22)

19.13 The District Primary Education Council should organize district-level intensive training, conceivably of a month's duration, for primary school teachers. It may be made obligatory that a teacher, at the end of every five years, joins a refresher course, again of one month's duration. (para 3.23)

19.14 The system of school inspection should be revived and restructured. The actual inspection should be done by representatives of the district inspectorate who may be accompanied by a senior or retired teacher from the area. It will be desirable to have at least two inspections during a year. (para 3.24)

19.15 Arrangements may be made to supply primary school children with a modest meal prepared in a community kitchen run under the auspices of the village-level committee. Here too, efforts should be directed toward raising a part of the total expenditure, say, one-third, from local contributions. Similar arrangements may be attempted for the free supply of apparels to girls from poor families attending primary schools. (paras 3.25 and 3.26)

19.16 Primary schools must provide scope for sports and physical education as much as for such other recreations as community singing. In urban areas, a number of schools, reasonably close to one another, may evolve an arrangement whereby they share a common playground. (para 3.27)

19.17 The ultimate objective of school education in the State has to be to implement the Directive Principle of State Policy concerning elementary education, and to universalise facilities, universalise enrolment and universalise retention. (Para 3.29)

19.18 Irrespective of whether funds continue to flow from the Centre, the State government should continue with the campaign for 'total literacy'; the outlay called for is of an insignificant order in the context of the results achieved and achievable. (para 4.10)

19.19 The limited success of the literacy campaign among women and in the tribal areas may be attributed to the lack of an adequate number of voluntary instructors from amongst Muslim women or with a tribal background. These problems require to be looked into. (para 4.10)

19.20 For the purpose of post-literacy and continuing education, the establishment of hundreds of reading centres, approximately at the rate of three reading centres for each *gram panchayat*, may be considered. Such centres may be run by the neo-literates themselves entirely on a voluntary basis, through committees elected by them. The State government as well as

voluntary agencies could be requested to distribute free of cost reading matters to the *panchayat* bodies for being passed on to the reading centres. The government may bear the cost of subscription of one newspaper for each reading centre as also the cost of renting a room for it. (Para 4.11)

19.21 Students in schools, colleges, engineering, medical and other technical institutions as well as universities should be actively associated with the universal literacy campaign. Each student may be asked to participate in the campaign for a fortnight during an academic year, and the final award of a diploma or degree could, by statute, be made contingent upon such participation. Colleges with a large contingent of Pass course students may be encouraged to 'adopt' a nearby slum or village, and a group of students under the leadership of a teacher could take up literacy and post-literacy programmes there, and, if possible, link these up with sanitation and public health programmes. (para 4.15)

19.22 For effecting any radical departure in secondary school education, the passive method of instruction, where the stress is on burdening the student with a load of information mechanically communicated, has to be replaced. The curricula and syllabi should be restructured with attention shifted to the challenge of problem-solving. (para 5.9)

19.23 The syllabi for secondary education should be so redrawn as to provide for options, such as self-employment or vocational training or pursuit of further general education. The higher secondary education course should also be remodelled and diversified. (para 5.10)

19.24 To meet the shortage of both duly qualified teachers and infrastructural facilities, the system of school clusters may be tried out. Three, four or a larger number of neighbouring secondary schools may be grouped together to form a cluster. (para 5.22)

19.25 A major shift in the outlay on secondary education should occur in favour of institutions in the rural areas. Priority has to be on filling in the more glaring gaps in the opportunities for secondary education in the interior of several districts. (para 5.26)

19.26 The Board of Secondary Education and the Council of Higher Secondary Education should immediately undertake a joint review of their curricula and syllabi. The syllabi at the higher secondary stage should be weightier than those at the secondary stage, but the nature of the extra weight must be in consonance with the length of effective teaching time. A distinction should be made between 'subject load' and 'teaching load'. While syllabi for the higher secondary stage should be compatible with the corresponding ones in other States, so that the students of this State are not at a disadvantage at national level contests and competitions, these should, at the same time, have a relevance to West Bengal's problems and requirements. Since secondary and higher secondary stages are the intended points of departure for by far the largest number of students, the curricula and courses should be so formulated as to enable them to be equipped to join a variety of professions as well as to emerge as responsible citizens aware of their duty and obligations to society. (para 5.34)

19.27 The minimum pass marks in the secondary examinations should be raised in stages to 40 per cent for each individual subject and 50 per cent in the aggregate. (para 5.37)

19.28 Schools ought to fix an annual calendar and distribute it among students at the beginning of each session. Classes should not be withheld except on stipulated holidays. The minimum stipulation of 220 working days each year must be adhered to. To discourage private coaching, tutorial classes may be arranged in the school itself; teachers should be admonished not to give tuition privately. (para 5.42)

19.29 The Board of Secondary Education and the Council of Higher Secondary Education should have a system of reviewing the performance of a school. A machinery has to be established to co-ordinate the functions of the district inspectorates of schools with those of the regional agencies of the Board and the Council. (para 5.42) *//*

19.30 The School Inspectorate should be organized at the district level under the leadership of the District Education Officer who must have adequate experience in teaching as well as administration. His salary should not be below that of a headmaster. He should be assisted by two District Inspecting Officers, one to be in charge exclusively of school inspection and the other to be responsible for accounts. The qualification for appointment of the inspecting staff should be comparable with that of secondary school teachers. Every school should be inspected at least twice a year. Copies of the inspection report should be forwarded to the school concerned, the Zilla Parishad, the Board of Secondary Education and the Council of Higher Secondary Education or their regional bodies. (para 5.43)

19.31 It is to be seriously considered whether the present course of work education has succeeded in either developing among students a proper attitude toward productive labour or in integrating work with education and may not be dropped in entirety. (para 5.49)

19.32 Social service should be an integral aspect of school education. Successful participation in approved social services should be recognized by the issue of formal certificates which may receive adequate weightage in the final evaluation of a student's performance. The Board and the Council may also make it compulsory for every student belonging to Classes IX and XI to take part as volunteers in the total literacy and post-literacy campaigns. (para 5.50)

19.33 Service rules for all teachers irrespective of whether they serve a government school or an aided one should ideally be the same. It is equally desirable that teachers of all types of schools are selected through the same procedure and are subject to the same leave and transfer rules and retirement benefits. (para 5.51)

19.34 While the teachers of High Madrasahs, like those in secondary schools, can join the B.Ed. course in the universities, the teachers of Senior Madrasahs specialising in Arabic language and literature and in other theological subjects do not have this opportunity. The disparity should be removed. The West Bengal Madrasah Education Board, unlike the Board of Secondary Education, is not a statutory body and does not enjoy autonomous status; the State government should review the matter. (paras 5.61 and 5.63)

19.35 The two papers currently reserved for the mother tongue in the secondary examination may be telescoped to one and half papers, and the residual half paper be assigned to Sanskrit - or to Persian or Arabic. The syllabus for Sanskrit must be thoroughly overhauled. The emphasis should be on the study of texts and grammar should be relegated to the background. The paltry sum of Rs.600 which is offered on an annual basis to the eight hundred *chatuspathis* in the State should be raised to Rs.5,000 per year. Measures should also be taken in hand to improve their scholastic standards on a selective basis and bring them under the discipline of a State-level board. (paras 5.66, 5.67 and 5.68)

19.36 The teaching of English in government and government-aided institutions may commence from Class V. Children may be introduced to the English alphabet and learn the meaning of some simple words and expressions in this class. A committee consisting of specialists in language teaching and others may be appointed to recast the series of *Learning English* so that the course content becomes easier to communicate to those for whom the series

is intended; this committee may also decide whether some elements of English grammar could not be more directly introduced in the course. This committee should function as a standing review committee and suggest, from time to time, whatever improvements in the course content or method of teaching are felt necessary. (para 6.25)

✓ 19.37 The manual of instruction for teachers for teaching English should be suitably revised and translated into Bengali, Hindi, Urdu and Nepali so that teachers whose acquaintance with English is at the ordinary level can comprehend its contents more easily. Training courses, each of at least a month's duration, should be organized so that teachers, in batches of one hundred, can go through an intensive training in the theory and practice of teaching English. (para 6.25)

✓ 19.38 The State government should initiate a time bound-programme to conduct all administrative work at the headquarters as well as in the districts only in Bengali (or, wherever appropriate, in Hindi or Urdu or Nepali). It should similarly have a time-bound programme for holding examinations for entry into State-level services in Bengali and other local languages and to translate the basic statutes in these languages, so that the judiciary could follow suit. A beginning may be made to produce text-books of adequate standards in the mother tongue or tongues, so that the language or languages could be used for pursuing higher education too. (para 6.27)

✓ 19.39 The State government may set up a committee of specialists to formulate curricula for vocational and technical education courses of the following descriptions : (a) a two-year course for those pursuing education upto Class VIII, (b) a four-year course for the same group of drop-outs, (c) a two-year course for those who pass the secondary examination, (d) a four-year course aimed for the same group, and (e) a two- year course for candidates successful in the higher secondary examination. There should be provision for admission, following the successful completion of one course, to a more advanced one. Further, those who pass courses (d) and (e) should have the option to apply for admission to a university or an engineering college in the State to study for a bachelor's degree. (paras 7.14 and 7.15)

19.40 The industrial training institutes and polytechnics in the State need to be considerably strengthened and expanded, new areas of teaching and instruction need to be introduced, and actual training has to be much more rigorous and systematic than at present. Apart from industrial training of the more conventional kind, there should be vocational training for a host of occupations not strictly industrial in nature, but which are likely to absorb a major section of new entrants to the labour force every year. A significant proportion of those who successfully complete the courses in the polytechnics and industrial training institutes need to have a fair acquaintance with the techniques of cost analysis, marketing, packaging, customer and consumer service, labour relations, material management and investment analysis. The curricula must be re-drafted accordingly. (paras 7.16 and 7.17)

✓ 19.41 The chambers of industry and commerce should be persuaded to provide facilities for practical training for students of polytechnics and industrial training institutes. There should be a greater involvement of banks and other financial institutions in the work and study programmes of the technical and vocational institutes in the State. (paras 7.20 and 7.21)

19.42 It is desirable that each Zilla Parishads, in cooperation with the district administration, while preparing blueprints for physical facilities for employment programmes, encourage, as far as possible, local architects, draftsman and junior engineers, and their help should be sought as the time of actual construction too. (para 7.22)

19.43 The policy at this stage should be on consolidation and improvement of existing colleges before any further expansion in number is allowed to take place. A college may be given permission to teach subjects for which a strong local demand exists and to open the Honours course in some subjects; it may also be assured adequate infrastructural facilities. In some cases it may be advisable to merge the college with another one near-by. To deal with the problem of transfer of staff and equipments from one college to another, the concept of cluster colleges can be attempted with teachers, while formally belonging to one of the colleges, taking their turn also to teach in the other colleges in the area in subjects of their specialization. A college which is clearly non-viable may be converted into a higher secondary unit and merged with a neighbouring secondary school. Certain deviations from this policy may be called for in the case of regions which had been treated unfairly in the past and is, as a result, academically most underdeveloped. (paras 8.8 and 8.9)

19.44 A committee of experts be entrusted with the task of dividing the pass syllabi into appropriate near-homogeneous modules. A group or alternative groups of such modules should be linked with each Honours subject. (para 8.13)

19.45 /A number of practical and socially relevant subjects, such as public health, literacy, environmental studies etc., may be introduced in the pass course. These should be in the nature of 'awareness courses', and should be accompanied by practical or field work. Honours students may be permitted to take up one of these courses as a subsidiary subject. It should also be possible to introduce such relatively modern courses as computer science, women's studies, study of theatre and films, etc., side by side with traditional subjects. (paras 8.16 and 8.17)

19.46 It is for consideration whether the semester system should not be introduced in the college stage so as to allow scope both for innovative combinations of subjects and for an interdisciplinary approach. (para 8.19)

19.47 The language paper should be made compulsory and taught with the help of prescribed literary texts. (para 8.23)

19.48 The universities should prescribe explicitly the minimum number of teaching days/class days as distinct from nominal working days, and rules be formulated so that college and university teachers are present at their institutions for the stipulated number of days. The guideline issued by the University Grants Commission may be pursued in this regard. A drastic reduction in vacation time and holidays is clearly called for, as also an abridgement of summer and autumn recesses. (para 8.26)

19.49 If a teacher is elected as a people's representative and has to absent himself or herself from the college during sessions, a substitute may be appointed, on a contractual arrangement, from a list of panelled teachers maintained by the College Service Commission. (para 8.27)

19.50 A system of assessment of teachers may be introduced . Three types of assessment may be initially considered. First, a regular self-assessment; second, an assessment by the college principal; and third, an assessment of the teacher's performance by the students on a number of specific points. The government will be within its rights to formulate a detailed scheme of promotions and increments in salary related to the three assessment ratings. (paras 8.28 and 8.29)

19.51 Special training should be organised for college teachers. The programme should lay emphasis not so much on pedagogy as on techniques by which the subject taught can be made interesting and easily comprehensible to students. A freshly appointed teacher, on

completion of one year of teaching, should be deputed to a staff training college to undergo training of six months' duration. The initial training course should be followed up, after an interval of years, by refresher courses of at least two months' duration. All college teachers should join such refresher courses at regular intervals of five years. (paras 8.30, 8.31 and 8.32)

19.52 A major criterion for judging the quality of research is publication of research papers in journals of distinction; a comprehensive list of approved journals may be prepared for this purpose. Personal studies, as distinct from formal research, should be given as much importance as research work. Each teacher should, in his self-assessment report, provide details of the studies he or she has undertaken in private in addition to, or in lieu of, research work. (paras 8.34 and 8.35)

19.53 Organizations of teachers and students should be invited to mobilize public opinion against the social evil of private tuition, and lend support to statutory and other measures the universities and the government may contemplate in this connection. (para 8.37)

19.54 Service conduct rules may be prepared for all categories of teachers including college teachers. (para 8.40)

19.55 The existing acts and statutes governing the administration of colleges should be reviewed and modified so as to demarcate clearly areas of responsibility of the different authorities and to suggest a modality for resolving jurisdictional disputes. (para 8.43)

19.56 The composition of the governing body of the affiliated colleges should be reviewed from time to time. While it is important for the academic community to have a large say in the functioning of the governing body, the college teachers should not constitute a majority in its composition. The chairman of a college governing body must invariably be an eminent educationist preferably resident in the area where the college is located. (para 8.44)

19.57 The inspectorates in both universities and the education directorate of the State government should be strengthened to enable them to undertake regular inspection. A special division may be set up in the education directorate to deal exclusively with university matters. (para 8.45)

19.58 The differences between the conditions of service, such as leave rules, etc., between government and non-government college teachers should be removed. A newly recruited teacher joining a government college may be provided with an assurance that he or she would not be disturbed for a period of years. The same principle should apply, as far as possible, for teachers holding permanent tenures. (para 8.50 and 8.52)

19.59 The Public Service Commission may consider appointment of teachers exclusively for the Darjeeling Government College, keeping in mind its particular requirements. Some special problems afflicting Acharya Brajendra Nath Seal College at Cooch Behar and Jhargram Raj College may also be looked into. (paras 8.53 and 8.54)

19.60 The universities must be relieved of the burden of undergraduate examinations - and, wherever practicable, undergraduate teaching - at the earliest possible time. A Council for Undergraduate Examination may be set up to conduct examinations for bachelor level degrees. This will necessitate a unification of the curricula and syllabi of the different universities and a common arrangement for paper-setting and examination of scripts. (para 9.19)

19.61 A Standing Committee of University Vice-Chancellors may assume the responsibility for revising, rationalizing and improving the quality and content of courses, curricula and research activities in the universities. Where a university has specialized in a given

area of study or research, it should be encouraged to continue in that area. But, given the problem of resources, it would be desirable that courses and research projects are subjected to a coordinated discipline. The concept of 'cluster teaching' may be experimented with to a limited extent to circumvent the problem of restricted funds. (para 9.19)

19.62 Only scholars with a very high quality of proved contribution to learning should be named to professorial slots. Those selected as associate professors or readers must not only have an outstanding academic career and a demonstrated ability to teach effectively; they must have also produced research work of an impressive standard. Lecturers too must possess impeccable academic record. The culture of entitlement to the next higher academic rank exclusively on the basis of length of service should be abandoned. All appointments must be on the recommendation of selection committees on which external members should constitute a majority, and the Standing Committee of University Vice-Chancellors must act as ombudsmen to ensure that the verdict of selection committees is not bypassed. (para 9.19)

19.63 The present examination system in the universities should, over a period of time, be supplanted by a composite system of continuous assessments consisting of the following : (i) class tests, (ii) home assignments, (iii) mid-term class examinations, and (iv) semester/annual examinations. (para 9.19)

19.64 Universities should be increasingly more involved in research, both basic and applied. In selecting areas of research, those which are more proximate to the nation's or the State's major problems should receive precedence. Much of the present aimlessness and irrelevance of university education, which disorient both students and teachers, can be eliminated by involving them in the ongoing process of social and economic development in the State. (para 9.19)

19.65 There should be, in each university, a cell to deal exclusively with the problems of students. This cell, or a parallel one, should concern itself with placement of students who pass out. Discussions with students should be based on unadorned truth; if an unpopular decision has to be taken, they should be informed about it without equivocation. An identical approach should be adopted to deal with the problems of non-teaching employees. (para 9.19)

19.66 The endeavour to augment resources for university education has to continue in several different directions. Research funds may be sought from many Central sources apart from the UGC. There should be no objection in seeking endowments from banks, other public financial institutions, chambers of commerce and even private individuals or family trusts, as long as such acceptance of the funds is without conditionalities. (paras 9.21 and 9.22)

19.67 The medicine and engineering and technology faculties should be gradually detached from the main corpus of universities. (para 9.23)

19.68 The government must scrupulously stay away from undue intervention in the daily affairs of an educational body. Quasi-autonomous bodies may be assigned the responsibility to see that rules are not wilfully and habitually flouted, with the government retaining for itself only a few special prerogatives pertaining to financial matters. (para 10.8)

19.69 The distinction between private and non-private colleges should be obliterated in course of time. (para 10.14)

19.70 A committee may examine the feasibility of concentrating the major examinations during vacation periods. Teachers may be requested to forgo the customary 'off day'; they should be present at their respective institutions on all the working days. Tutorial sessions may be arranged by teachers on the day they previously used to absent themselves. (paras 10.16, 10.17 and 10.18)

19.71 The principle of local recruitment in the case of primary school teachers can hardly be deviated from. But rigour has to be introduced in the mode of selection and appointment. It is for consideration whether the minimum qualification for a primary school teacher should not be a graduate degree. (para 11.2)

19.72 The District Primary Education Council may be organically linked with the Standing Committee on Education of the Zilla Parishad. Whether this formal link is or is not established, the District Primary Education Council should be assigned the responsibility of organizing regular district-level intensive training courses, conceivably of a month's duration. (para 11.3)

19.73 A School Service Board may be set up in each district to regulate appointments of secondary school teachers. An academic person selected by the Public Service Commission should be the full-time chief executive of each District School Service Board ; it should have on it representatives of the Zilla Parishad, the Board of Secondary Education, the Council of Higher Secondary Education and the District Inspector of Schools and a minimum of two educationists. The Education Department of the government should lay down the principles and procedures of recruitment in a detailed manner for the guidance of the School Service Boards. The district inspectorate of education should report on the quality of teaching on the part of the newly recruited teachers and offer suggestions to the School Service Board on the specific attributes the Board should look for in a teacher. (paras 11.8 and 11.9)

19.74 The College Service Commission may henceforth be responsible only for selection. A panel of selected candidates for appointment in different subjects and areas of specialization may be prepared and published by the Commission; the panel will also give the order of merit of the candidates so selected. Colleges will make their own appointment from within this list, after notifying the vacancy and selecting one of the candidates from the CSC panel. The order of merit recommended by the CSC must not be flouted while making this appointment. The guidelines issued by the UGC may be consulted for determining the period for which each panel selected by the CSC should remain valid. (paras 11.11 and 11.12)

19.75 There should be a separate training programme for each level of education. Each programme should have two equivalent but separate courses for pre-service and in-service teachers. In-service teachers should be offered training relevant to the general area, while pre-service teachers be offered a choice. One part of the syllabi should lay stress on motivation as basic to effective teaching. In order to make practice teaching more effective, it is desirable to attach a few neighbouring schools to each training college ; it is also for consideration whether the duration of such practice teaching should not be lengthened. (para 11.18)

19.76 The Commission would be in favour of an internal test by the schools at the end of the primary stage rather than an external examination. The emphasis should be on the quality and frequency of internal evaluation. (para 11.21)

19.77 The questions set for the secondary and higher secondary examinations should be designed primarily to test the students' comprehension and ability to express thoughts and ideas clearly and logically. This would involve a programme of reorientation as much for secondary school teachers as for paper-setters. (para 11.22)

19.78 Decentralization of the activities of the Board of Secondary Education and the Council of Higher Secondary Education has to be carried out in a thorough manner. Their zonal offices should be made responsible for all functions except for paper-setting and the scheduling of the examination time-table. The number of such zonal offices should be increased and each such office should be headed by a responsible officer with delegated authority for major decision-making. (para 11.23)

19.79 The undergraduate examinations of all universities in the State (barring Jadavpur University and of course Visva Bharati) should be the responsibility of the proposed Council for Undergraduate Examination. The Council may constitute a number of zonal bodies, which will be responsible for holding the undergraduate examinations on a regional basis, while paper-setting and preparing the examination time-table will be the responsibility of the parent body. (para 11.25)

19.80 Experts and specialists should be invited to advise on a new modality of question-setting which should partly lay stress on objectivity and partly be analytical, with accent on problem-solving, and designed to test comprehension and clarity of expression rather than the ability to narrate the maximum number of 'points'. (para 11.28)

19.81 Steps be initiated to persuade one of the universities in West Bengal to introduce a full-fledged correspondence course as early as possible. Before the course is introduced the course material and teaching methodology should be carefully worked out by a team of experts ; teachers participating in the programme should be properly motivated. (para 12.7)

19.82 Before considering the establishment of an open university at the State level, arrangements should be made to make full use of the opportunities provided by the Indira Gandhi National Open University. (para 12.10)

19.83 The authorities should take a closer look at the kind of books usually purchased with government funds in public libraries. The staff of the public libraries should be made more aware of their social responsibilities. (paras 12.14 and 12.15)

19.84 Consideration may be given to the establishment of a central library at the block level which may offer support to school libraries as well as to reading rooms intended for neo-literates. This central library may set up a mobile service visiting every village in the block at least once a week and lending whatever books and other literature are in demand or considered worthwhile. Teachers and students of primary schools need to be instructed in the use of this facility. (para 12.16)

19.85 Each school or college should have a post of a trained librarian sanctioned for it ; the individual selected for the post must be given the same scale of pay and allowances as that offered to a member of the teaching staff. (para 12.17)

19.86 It may be made obligatory for candidates in post-graduate examinations to write one long essay or dissertation in each academic session on a subject to be decided after discussion with the faculty. The essay will call for consultation by the student of books and journals in the library. The assignment should be duly assessed, and the record of assessment credited to the student's, final examination results. (para 12.19)

19.87 Since library facilities will be limited, a number of colleges within well-defined areas could constitute a cluster. Each cluster may set up an inter-library loan system to facilitate exchange of books and, more importantly, of journals. The authorities should consider establishing a number of mobile units to be attached to the central library to meet the requirements of schools and colleges in non-urban areas. (paras 12.20 and 12.21)

19.88 Every new school building should have provision for a library having reading room space for at least 50 students and 10 teachers, stacking space for at least 10,000 books, space for a circulation counter, a library catalogue and audio-visual materials. While making development grants to existing schools, the subject of library development ought to be kept to the fore. (paras 12.21 and 12.22)

19.89 The State government may approach the Centre to agree to release foreign exchange at considerably subsidised rates for the import of approved categories of foreign books and journals. (para 12.23)

19.90 An appeal may be made to the good sense of the publishers so that those elements, who sell free text-books at a price and force guardians to purchase help books again at an exorbitant price, could be weeded out. Sustained campaign on the part of students' organizations as well as representative bodies of teachers and other mass organizations, with active assistance from the media, is called for that this evil practice might be eliminated. (para 12.25)

✓ 19.91 The State Book Board may constitute the nucleus for expanding text-book production in the State under official auspices. To begin with, the responsibility for the production and printing of text-books currently under the aegis of the Board of Secondary Education and the Council of Higher Secondary Education could be transferred to the Board, which may open a separate wing for the purpose. The Board may be registered under the Registration of Societies Act as also under the Public Trust Act. The State government could take it up with the Union government so that the surplus funds the Book Board may generate are exempted from the purview of income tax. (paras 12.32 and 12.33)

19.92 To prevent the proliferation of bogus English-medium institutions, the State government may insist on compulsory registration of such schools ; the government should have the option to charge a fee for such registrations and to insist on the compliance of certain minimum rules and standards before registrations are granted. The grant of registrations could be conditional on compulsory teaching of the mother tongue from primary stage onwards. (para 13.12)

19.93 The best weapon against the twin evils of private tuition and guide books is heightened social awareness. Conscientious sections of teachers, students and parents should stand up together and unitedly fight these malignancies which are a blot on the entire educational system. Parents' councils could interact with the managing committees of schools on these problems, and regular tutorial and coaching classes for weaker students may be organised by the school itself. (para 13.13)

19.94 Any teacher who leaves his institution, for personal reasons, without taking one or more classes assigned to him or her, must inform the headmaster, the principal or the head of the department in writing. The number of classes thus lost, excluding the ones that have subsequently been compensated for by the teachers concerned, should be periodically reported to the education inspectorate, the staff/teachers' council and the school management committee or the college governing body. (para 13.17)

19.95 Every member of the school or college staff should record the time of his/her arrival and departure in the appropriate staff attendance register. Every teacher should be provided with two note books at the beginning of every academic year, in which he or she will note the date and then the details of the work he/she has done on the day in the line of duty ; the details will pertain to classes taken, topics or parts thereof covered in such classes, invigilation duty done, answer scripts marked, staff meetings attended, etc. These note books should be handed in for record twice a year on dates fixed by the head of the institution. (para 13.19)

✓ 19.96 The State government should frame rules for all in-service teachers who are paid out of its funds to debar them from private coaching ; this rule will be applicable to teachers working at all levels, primary, secondary and post-secondary. Mass organizations of students and teachers should be urged to persuade the members to make sure that the rule is observed, in letter as well as spirit, by all concerned. (para 13.20)

19.97 All examination authorities must pursue vigorously complaints of breach of rules and regulations in the conduct of examinations, particularly at the level of question-setting,

moderation and evaluation of answer scripts. The authorities must have the determination to fix guilt and punish the guilty. (para 13.22)

19.98 The State government should persist in its efforts to secure the right to instal its own radio and television transmissions. Plans may be initiated for additional radio and television transmitting stations to cover the different geographical areas in the State. In case channels sought by the State government are not immediately made available or frequency allocations are not technically feasible, slots of time, suitably placed during different times of the day, should be earmarked in the existing transmitting system for educational and cultural programmes sponsored by the State. A standing committee of educationists, social scientists and representatives from the world of culture may be constituted to prepare a comprehensive plan of distant education to be beamed under State government auspices. (para 14.19)

19.99 It is necessary to lay stress on vocational training to assist the physically handicapped in securing gainful employment. The government may consider the re-introduction of the following training programmes which once existed : (a) diploma course for handicapped persons at the Government College of Art and Crafts, and (b) certificate course in printing technology at the Regional Institute of Printing Technology, Jadavpur. (para 15.4)

19.100 To widen opportunities of employment for handicapped children, reservation of 2 per cent of posts in the government and State-aided institutions may be considered ; legislation may be enacted making it compulsory for all private sector companies to fix the same reservation quota. (para 15.9)

19.101 Rent and other hostel charges should be raised substantially, with provision for exemption of payment for students from indigent families. The special subsidy for hostels for students belonging to scheduled castes and scheduled tribes should continue, and, where necessary, further extended. A task force should collect detailed information regarding the conditions of hostels in different educational institutions and the general availability of residential accommodation for students, including girls, in the different districts. Funds for hostel improvement may be mobilized by seeking contributions from banks and other financial institutions, foundations and well-established families and individuals. Students may be invited to organize a series of blood donation camps, the proceeds from which could be handed over to the government as contribution to its hostel-building programme. (paras 13.14, 13.15 and 13.16)

19.102 The government may make a categorical announcement that, for all categories of teachers at all levels, the age of superannuation will be 60 years. Arrangements for regular payment of retirement benefits to retired teachers and others have to be ensured. The amount of pension for teachers of different categories who had retired before a cut-off date mentioned in government notifications should be adjusted upwards and bear some resemblance to the benefits accorded to those retiring after that date. (paras 15.20, 15.21 and 15.23)

19.103 The State government should commit itself to payment of salary to all categories of teachers on the first of each month. (para 15.22)

19.104 A meeting between the State Chief Minister and the Chief Justice of Calcutta High Court could be arranged on a regular basis every quarter for exchange of information on major pending cases which vitally affect the State's educational system ; views may also be exchanged about how judicial decisions in these cases could be expedited. (para 15.27)

19.105 As drop-outs and non-attendance in schools are two major obstacles in the promotion of women's education, adequate provision appears to be necessary for non-formal centres of education for dropped-out girls and adult women in the countryside. The need is also there for vocational education to accompany non-formal patterns of education. (para 15.32)

19.106 In the framework of educational planning for the next five or ten years, preference must be given to areas of tribal concentration in the matter of opening new schools. Hostelry and residential accommodation must be expanded for tribal children, specially for girls. The allocation of funds for maintenance of hostels has to be suitably adjusted from time to time to cope with the factor of inflation. For children predominantly from tribal families, school education should have an orientation toward skill formation and development of awareness about local resources and their possible productive use. (paras 15.42 and 15.43)

19.107 The different administrative bodies in charge of education should formulate policies in coordination with each other. There is need for a reorganization of the District Inspectorate of Schools by redistributing the workload and strengthening the office at the block level. It will also imply a change in the rules of recruitment for the Inspectorate so that teaching experience is made a precondition for eligibility for the job. The work of the Inspectorate should be coordinated with that of the District Primary Education Council, the Board of Secondary Education, the Council of Higher Secondary Education and the *panchayat* bodies. (paras 15.53, 15.56 and 15.57)

19.108 If the *navodaya* scheme is to be made acceptable to the States, its contents should be drastically revised ; provision has to be made for inducting the children's respective mother tongues in the curriculum and as media of instruction, and the syllabus should be so drafted as to reflect the realities of the Indian society. (para 16.15)

19.109 For technical education at the postgraduate level, uniformity in courses and modalities of teaching should be encouraged. In the decision-making bodies of agencies such as the All-India Council of Technical Education, the Medical Council of India, etc., representation should be drawn from across the country. If all States cannot be simultaneously accommodated in such bodies, representation of the States could be on the basis of rotation. (paras 16.15 and 16.17)

19.110 The State government should continue to impress upon the Centre the need for a larger transfer of funds than at present earmarked for education. 'Capitation fees' should have no place in West Bengal's educational system. (Paras 17.6 and 17.6)

19.111 An educational cess may be imposed in both urban and non-urban areas. The cess will apply in the countryside to holdings which are above 5 acres in size and non-agricultural households with annual earnings exceeding Rs. 10,000. It may be a graduated cess with a levy of Rs. 10 per month per holding or household at the lowest level, going up to Rs. 100 per month for the higher sized holdings or higher ranges of income. For areas outside the orbit of the *panchayat* system, corporate entities with an annual turnover of Rs. 10 lakh and beyond may be asked to pay an education cess which will be progressive in nature : the lowest rate of tax could be Rs. 50 per month, going up to Rs. 2,000 or higher for big industrial and commercial units. There should be at the same time a levy on individuals engaged in the professions ; this may be along the lines of the profession tax. (paras 17.9 and 17.10)

19.112 The authorities have little alternative but to consider raising tuition and examination fees across-the-board. However, the *status quo* may be maintained with respect to tuition and examination fees up to the level of higher secondary education. The 'development fee' charged from students by secondary and higher secondary schools should be standardized and, as far as possible, made uniform all over the State. Children from the economically disadvantaged households may be exempted from payment of the development fee ; 30 per cent of the students in each school should not be charged this fee. For the rest of the students, an annual development fee of Rs. 500 per student for schools in the urban areas and Rs. 250 per student for those in the non-urban areas may be decided upon. (paras 17.11 and 17.12)

19.113 The standard tuition fee at the undergraduate level may be raised to Rs. 50 per month and at the graduate and post-graduate stages to Rs. 75 per month. Along with tuition fees, corresponding increases should take place in laboratory charges, library fees and examination fees as well as in the post-higher secondary stages. Once again, 30 per cent of the students should be totally exempted. The general tuition charges for engineering and medical education courses should be raised to Rs.250 per month ; the examination and other fees charged should undergo similar upward revision. (paras 17.16, 17.18 and 17.19)

19.114 All non-government institutions, in case the number of students enrolled by them exceed twenty, should be compulsorily registered with the government , which may charge an initial approval fee, the rates of this fee varying proportionately with the size of the student population and also bearing a relationship with the nature of, and the level at which, instructions are imparted. In addition to the approval fee, there may be a registration fee, and the government may also insist upon the renewal of registration on an annual basis. (para 17.22)

19.115 No objection should lie in the acceptance of private grants by educational institutions as long as these are without strings and not subject to conditionalities. The State government may consider approaching the Centre so that grants for educational purposes from *bonafide* sources are treated at par with grants to charitable trusts, etc., for relief from income tax. Educational institutions in West Bengal should seek accommodation from the public financial agencies for meeting the cost of school and college buildings, laboratories, libraries, etc. (paras 17.24 and 17.25)

19.116 No segmented approach can eradicate the maladies afflicting education. What is essential is a total transformation of social ethos and in the general attitude of the community toward issues which concern education. To usher in this transformation, the first task is to create an understanding among, and mobilize support from, different strata of people. The mobilization has to cover teachers, students, professional promoters, guardians and authorities involved at different levels, and, finally, the entire spectrum of the political leadership and mass organizations. (para 18.7)

19.117 The arithmetic of supply of and demand for resources for deployment in the educational field has ceased to match. Only a broad-based movement embracing all segments of society and covering all shades of ideological opinion can take care of the resulting social tension and the difficulties likely to be additionally encountered in the implementation of socially determined priorities, such as attaining the goal of total literacy and providing elementary education to all children in all social groups. (para 18.9)

19.118 The overriding priorities in the educational field in West Bengal must rivet on the universal spread of literacy and the internsification of arrangements whereby all children in the age-group of 5 to 14 are not only enrolled but stay the entire stretch of the curriculum. One target the State government may set for itself is to bring down the proportion of staff emoluments in total outlay for primary education from 95 per cent to 75 per cent, and for higher secondary education from 80 per cent to 55 per cent. (para 18.17)

ANNEXURE A

Persons/Associations/Representative Bodies who met the Commission at its invitation

1. Shri Satyasadhan Chakraborty
Minister in Charge of the Department of Higher Education, Government of West Bengal.
2. Dr. Shankar Sen
Minister in Charge of the Department of Power, Government of West Bengal and Former Vice-Chancellor, Jadavpur University.
3. Shri Achintya Krishna Roy
Minister in Charge, Primary and Secondary branches of the Department of Education, Government of West Bengal.
4. Shri Bansagopal Choudhury
Minister of State, Department of Technical Education and Training, Government of West Bengal.
5. Shri Tapan Roy
Minister of State in charge of Library Services, Department of Education, Government of West Bengal.
6. Shrimati Anju Kar
Minister of State in Charge,
Department of Mass Education Extension
Government of West Bengal
7. Shri Anisur Rahaman
Minister of State, Primary, Secondary and Madrasah Education of Education Department,
Government of West Bengal
8. Dr. Suryya Kanta Mishra,
Minister in charge of Panchayat and Rural Development Departments,
Government of West Bengal.
9. Shri Partha De
Chairman, Subjects Committee on Education and Information and Cultural Affairs, West Bengal Legislative Assembly.
10. Shri Nara Narayan Gooptu
Advocate General, West Bengal.
11. Professor Jyoti Bhattacharya
Former Professor of English, University of Calcutta
12. Shri Kanti Biswas
Former Minister in Charge of Primary and Secondary Education,
Department of Education, Government of West Bengal.
13. Shri Abdul Bari
Former Minister in charge of Madrasah and Non-Formal Education,
Department of Education, Government of West Bengal.
14. Professor Bhabatosh Datta
Professor Emeritus, Presidency College, Calcutta.

15. Shri Satyabrata Sen
Former Vice-Chairman,
State Planning Board, West Bengal
16. Professor A. W. Mahmood
Former Professor of History, Presidency College, Calcutta
17. Professor Krishna Kumar
Professor of Education, University of Delhi
18. Dr. M. P. Parameswaran
Secretary, Bharat Gyan Vigyan Samiti, New Delhi
and
Integrated Rural Technology Centre, Mundur, Kerala.
19. Professor Amlan Datta
Former Vice-Chancellor, North Bengal and Visva Bharati Universities.
20. Professor Surajit Sinha
Former Vice-Chancellor, Visva Bharati University.
21. Dr. Santosh Bhattacharyya
Former Vice-Chancellor, University of Calcutta.
22. Dr. Bhaskar Ray Choudhury
Former Vice-Chancellor, University of Calcutta.
23. Dr. R. K. Poddar
Former Vice-Chancellor, University of Calcutta.
24. Dr. G. Ram Reddy
Chairman, University Grants Commission.
25. Ms. Madhu Kishwar
Editor, Manushi, New Delhi
26. Professor Rathindra Narayan Basu
Vice-Chancellor, University of Calcutta.
27. Professor M. N. Faruqui
Vice Chancellor, Aligarh Muslim University,
Aligarh, Uttar Pradesh.
28. Professor Sabyasachi Bhattacharya
Vice-Chancellor, Visva Bharati University.
29. Professor Pratip Mukherjee
Vice-Chancellor, Jadavpur University.
30. Professor Mohit Bhattacharyya
Vice-Chancellor, Burdwan University.
31. Professor K. N. Chatterjee
Vice-Chancellor, North Bengal University.
32. Professor Dilip Kumar Dasgupta
Vice-Chancellor, Bidhan Chandra Krishi Viswa Vidyalaya, Mohanpur.
33. Professor Nirmal Kumar Chandra
Indian Institute of Management Calcutta.

34. Professor Dipankar Chattarji
Professor of Physics, Visva Bharati University.
35. Shri Dilip Bhattacharyya
Secretary, Department of Education,
Government of West Bengal
36. Shri Arish Kumar Majumdar
Secretary, Departments of Labour and Technical Education,
Government of West Bengal
37. Dr. Ujjwal Kanti Ray
Secretary, Department of Education (Primary and Secondary Education),
Government of West Bengal,
38. Shrimati Manjula Gupta
Secretary, Mass Education Extension Department,
Government of West Bengal,
39. Shri Prasad Ranjan Roy
Special Secretary, Finance Department,
Government of West Bengal
40. Shri Pratip Kumar Chowdhury
Director of Public Instruction and ex-officio Secretary,
Government of West Bengal.
41. Shri Debabrata Ghosh
Director of School Education, Government of West Bengal.
42. Dr. S. M. Chatterjee
Director of Technical Education and Training, Government of West Bengal.
43. Professor Sukanta Chaudhuri
Professor of English, Jadavpur University.
44. Shri B. Dasgupta
Principal, Darjeeling Government College.
45. Shrimati Jasodhara Bagchi
Professor of English and Director, School of Women's Studies,
Jadavpur University.
46. Shri Gopal Banerjee
Controller of Examinations, University of Calcutta.
47. Shri Nityananda Saha
Chairman, College Service Commission, West Bengal.
48. Shri Ranju Gopal Mukhopadhyay
President, West Bengal Council of Higher Secondary Education.
49. Shri Chittaranjan Banerjee
President, West Bengal Board of Secondary Education.
50. Shri Bhabesh Moitra
President, Ad hoc Committee, West Bengal Board of Primary Education
51. Shri Shaukat Riaz Kapoor
Chairman, West Bengal Urdu Academy.

52. Shrimati Sadhana Guha
98/2, Harish Mukherjee Road, Calcutta
53. Bangiya Prathamik Shikshak Samiti
88B, B. B. Ganguly Street, Calcutta
54. Bangiya Prathamik Shikshak Samiti
202D, B. B. Ganguly Street, Calcutta
55. Prathamik Shikshak Kalyan Samiti, Paschim Banga,
15A, Nabin Kundu Lane, Calcutta
56. Sara Bangla Prathamik Shikshak Samiti
124C, Lenin Sarani, Calcutta
57. West Bengal Primary Teachers' Association,
116A, Acharya J. C. Bose Road, Calcutta
58. Prathamik Shikshak Sangha, Paschim Banga,
138, Bidhan Sarani, Calcutta
59. All Bengal Primary Teachers' Association,
89, Mahatma Gandhi Road, Calcutta
60. Bangiya Shikshak O Shiksha Karmi Samiti,
B. B. Ganguly Street, Calcutta
61. Sara Bangla Shikshak O Shiksha Karmi Samity,
124C, Lenin Sarani, Calcutta
62. Paschim Banga Rashtriya Vidyalaya Shikshak Samiti,
87, College Street, Calcutta
63. Paschim Banga Madhyamik Shikshak Sangha,
49C, Chittaranjan Avenue, Calcutta
64. Paschim Banga Madrasah Shikshak Samiti,
30/3, Alimuddin Street, Calcutta
65. Paschim Banga Shikshak Samiti,
8B, Tamer Lane, Calcutta
66. Secondary Teachers' and Employees' Association,
31/1, Beniatola Lane, Calcutta
67. All Bengal Teachers' Association,
P-14, Ganesh Chandra Avenue, Calcutta
68. West Bengal Headmasters' Association,
1/1A, College Street, Calcutta
69. Bharatiya Shikshan Mondal,
26, Bidhan Sarani, Calcutta
70. West Bengal Government College Teachers' Association,
210, B. B. Ganguli Street, Calcutta
71. All Bengal Principals' Council,
B. B. Ganguly Street, Calcutta

72. All Bengal State Government College Teachers' Association,
210, B. B. Ganguly Street, Calcutta
73. West Bengal College and University Teachers' Association,
89, Mahatma Gandhi Road, Calcutta
74. All India Federation of University and College
Teachers' Organisation,
19C, Nilmani Mitra Street, Calcutta
75. All India Students' Federation,
186, B. B. Ganguly Street, Calcutta
76. Students' Federation of India,
79/3A, Acharya J. C. Bose Road, Calcutta
77. Progressive Students' Union,
47, Suryya Sen Street, Calcutta
78. All India Democratic Students' Organisation,
48, Lenin Sarani, Calcutta
79. Akhil Bharatiya Vidyarthi Parishad,
27/1B, Bidhan Sarani, Calcutta
80. Publishers' and Booksellers' Association of Bengal,
93, Mahatma Gandhi Road, Calcutta
81. West Bengal College Librarians' Association,
24B, Bechu Chatterjee Street, Calcutta
82. Sabhadhipatis and Karmadhyakshas of
Zilla Parishads/Siliguri Mahakuma Parishad
83. Chairpersons of District Primary Education Councils and
Chairman, District School Board, 24 Parganas
84. Bengal Library Association,
P-134, C.I.T. Scheme 52, Calcutta
85. Subjects Committee on Education and Information and Cultural Affairs,
West Bengal Legislative Assembly.

ANNEXURE B

ASSOCIATIONS/INDIVIDUALS WHO MET THE COMMISSION AT THEIR OWN REQUEST

1. Joshi-Adhikari Institute of Social Studies,
4/3A, Orient Row, Calcutta
2. Nikhil Banga Sanskrita Sevi Samiti,
7A, Jogipara Road, Calcutta
3. Siksha Sankochan Birodhi 'O' Swadhibar Raksha Committee,
B. B. Ganguly Street, Calcutta
4. Pashim Banga Vidyalaya Paridarshak Samiti,
23, Pataldanga Street, Calcutta
5. West Bengal Polytechnic Teachers' Federation,
21, Convent Road, Calcutta

ANNEXURE C

TEACHERS WHO SENT THEIR VIEWS AT THE REQUEST OF THE COMMISSION

Physics

1. Dr. Haraprasad Mitra
Reader in Physics, Vidyasagar Evening College, Calcutta
2. Shri Shibnath Chatterjee,
Assistant Master, Birbhum Zilla School, Suri, Birbhum
3. Dr. Sanat Kumar Sutradhar,
Principal, Bolpur College, Bolpur, Birbhum
4. Dr. Surendralal Ghosh,
Department of Physics, Bolpur College, Bolpur, Birbhum

Economics

5. Shri Shankar Dasgupta,
Maharaja Manindra Chandra College,
20, Ramkanto Bose Street, Calcutta
6. Shri Kalyan Banerjee,
Department of Economics, Mrinalini Dutta College,
Birati, Calcutta

Persian

7. Dr. Abdus Subhan,
Head of the Department of Persian,
Maulana Azad College, Calcutta

Philosophy

8. Prof. Pranab Kumar Sen
Department of Philosophy, Jadavpur University
9. Shri Kumar Mitra,
Department of Philosophy, Sripat Singh College, Jiaganj, Murshidabad
10. Dr. Nagendra Kumar Dey,
Head of the Department of Philosophy, Bangabasi College, Calcutta

Urdu

11. Shri Asaduzzaman,
Head of the Department of Urdu and Persian, Hooghly Mohsin College,
Chinsurah, Hooghly

Arabic

12. Shri Mohammad Samiullah Asad,
Reader of Arabic, Moulana Azad College, Calcutta

English

13. Shri Dibyaendu Chatterjee,
Headmaster, Chandapara High School,
Chandpara, Birbhum
14. Shrimati Manashi Bhattacharyya,
Department of English, Lal Baba College,
B. T. Road, Calcutta
15. Shrimati Smritituku Ray,
Head of the Department of English,
Women's Christian College, Calcutta
16. Shri Arun Kumar Dasgupta,
Deptartment of English, University of Calcutta
17. Shri Ujjwal Basu,
Department of English, Maulana Azad College, Calcutta
18. Shri Bimalendu Chakrabarty,
Assistant Headmaster, Bagmari Maniktala Goverment.-
Sponsored High School, Calcutta
19. Shri Durgapada Chatterjee,
Headmaster/Secretary, Korar R.K. High School,
Korar, Burdwan
20. Shri Jyotirmay Dhar,
Headmaster, Canning Devid Sassoon High School,
Canning Town, South 24-Parganas
21. Shri Naliniranjan Sarkar,
Assistant Headmaster,
Laban Hrad Vidyapith, Salt Lake, Calcutta
22. Dr. Surabhi Banerjee,
Reader, Department of English, University of Calcutta, Calcutta
23. Shri Prabhat Kumar Chattopadhyay,
Assistant Master, Ballygunge Government High School, Calcutta

Chemistry

24. Dr. Subhendu Gupta,
Reader, Department of Chemistry, Raja Peary Mohan College,
Uttarpara, Hooghly
25. Dr. D. Bhattacharyya,
Reader in Chemistry, Charuchandra College, Calcutta

Sanskrit

26. Dr. Dharendra Nath Bandyopadhyay,
Head of the Department of Sanskrit, B. N. College, Hooghly.

Mathematics

27. Shri Subir Kumar Mukherjee,
Department of Mathematics, Serampore College,
Serampore, Hooghly
28. Dr. Bireswar Ray Choudhuri,
75A, Satish Mukherjee Road, Calcutta
29. Shri Ajit Roy,
Assistant Headmaster, Kaliaganj Parbati Sundari High School,
Kaliyaganj, West Dinajpur
30. Shrimati Sefali Hazra,
Assistant Teacher, Dubrajpur Girls High School,
Suri, Birbhum

Education

31. Shri Santanu Roy,
Swami Nihsambalananda Girls' College,
Bhadراكali, Hooghly

History

32. Sri Pinaki Ranjan Ray,
Senior Teacher, Sainthia Higher Secondary School,
Sainthia, Birbhum
33. Shri Jayati Sengupta,
Department of History, Shivanath Shastri College,
Calcutta
34. Shri Prabhat Roy Choudhury,
Headmaster, Manindranagar High School,
Cossimbazar, Murshidabad
35. Shrimati Chandrima Ghosh ,
Assistant Headmistress, Dubrajpur Girls' High School,
Dubrajpur, Birbhum

Zoology

36. Dr. S. K. Dasgupta,
Head of the Department of Zoology, Presidency College, Calcutta
37. Dr. Swapan Kumar Das,
Department of Zoology, Asutosh College, Calcutta

Psychology

38. Shrimati Arati Das,
Reader, Department of Psychology, Bethun College, Calcutta

Statistics

39. Dr. Atindra Mohan Guin,
Retired Professor of Statistics, Presidency College, Calcutta
40. Shri Nishith Kumar Patra,
Department of Statistics, Ashutosh College, Calcutta

Bengali

41. Shri Taraknath Bandyopadhyay,
Retired Teacher, Benimadav Institution, Suri, Birbhum

Geography

42. Dr. Maya Dutt,
Principal, Lady Brabourne College, Calcutta

Political Science

43. Dr. S. N. Banerjee,
Professor of Political Science,
Burdwan University, Burdwan
44. Shri Akulananda Bandyopadhyay,
Santipur College, Nadia
45. Shri Sobhanlal Datta Gupta,
Reader in Political Science, University of Calcutta, Calcutta
46. Rakhalari Chatterji,
Department of Political Science, University of Calcutta, Calcutta

Botany

47. R. P. Purkayastha,
Department of Botany, University of Calcutta, Calcutta
48. Dr. Jibes Guha,
Department of Botany, Surendra Nath College, Calcutta

Hindi

49. Dr. Subrata Lahiri,
Reader, Department of Hindi, Presidency College, Calcutta
50. Shrimati Ila Rani Singh,
S.A. Jaipuria College, Calcutta

Pali

51. Dr. B. N. Chaudhury,
Professor of Pali,
Government of Sanskrit College, Calcutta

Tamil

52. Dr. (Shrimati) Ranganayaki Mahapatra,
Bharati Professor of Tamil, University of Calcutta, Calcutta

ANNEXURE D

INDIVIDUALS/ASSOCIATIONS WHO WERE INVITED BY THE COMMISSION TO MEET IT AND OR SUBMIT THEIR REPRESENTATION, BUT WERE UNABLE TO DO SO

1. Shrimati Lila Majumdar,
11/4, Old Ballygunge Lane, Calcutta
2. Professor Mrityunjoy Bandyopadhyay,
former Education Minister, West Bengal
3. Dr. Kalyan Kumar Dasgupta,
Vice-Chancellor, Kalyani University, Kalyani, Nadia
4. Shri S.N. Ghosh,
Vice-Chancellor, Vidyasagar University, Midnapore
5. Chhatra Parishad,
2, Hazi Mohammad Mohosin Square, Calcutta
6. Chhatra Parishad (Mahajati Sadan)
7. All India Students' Bloc,
49C, Chittaranjan Avenue, Calcutta

ANNEXURE E

LIST OF PERSONS, ASSOCIATIONS AND REPRESENTATIVE BODIES WHO VOLUNTEERED TO MAKE WRITTEN SUBMISSIONS TO THE COMMISSION

Name and Address

1. Shri Bimal Krishna Seal,
129, Rajyadhpur Government Colony,
Srirampur, Hooghly.
2. Shri Dwarika Nath Chatterjee,
46, Ramlal Banerjee Road, Calcutta
3. Shri Nilotpal Sarkar,
Chinghipur, West Dinajpur.
4. Shrimati Mira Roy,
Fatakgora, Chandannagar, Hooghly.
5. Shri Amal Kumar Paul,
37, Belgachhia Road, MIG Housing Estate, Calcutta
6. Shri Khagen Sarkar and others,
57, Narkelbagan, Calcutta
7. Shri Prabin Kumar Laha,
8B, Madhu Gupta Lane, Calcutta
8. Shri Manas Joarder,
Government Housing Estate, Sodepur, North 24-Parganas.
9. Shri Akhil Chandra Paul,
Noapara, Sonarpur, South 24-Parganas.
10. Shri Jnanes Patranabis,
Lecturer, Behala College, Calcutta
11. Shri Satyendra Kumar Mukherjee,
Headmaster, Ram Bux Chetlangia High School,
Krishnanagar, Nadia.
12. Shri Pranab Kumar Guha,
Dum Dum Matijheel College, Dum Dum, North 24-Parganas.
13. Shri Krishna Jiban Chattopadhyay,
3/69, Mahajati Nagar, Birati, Calcutta
14. Shri Gopiranjan Chatterjee,
Headmaster, Guskara P.P. Institute, Burdwan.
15. Shri Rathindra Kumar Chakravorty,
Headmaster, Keleti G.A. Vidyapith, Guskara, Burdwan.
16. Shrimati Parul Roy Choudhury,
Head Mistress, Ahamadpur Joydurga Girls High School, Birbhum.
17. Shri Santi Kumar Chakravorti,
Matigara, Siliguri.

18. Shri Surjyansu Bhattacharyya,
11/36, Pandit Road, Calcutta
19. Shri Dipak Kumar Das,
Teacher, Ballygunge Government School,
Calcutta
20. Shri A.S. Bhattacharyya,
Bally Durgapur (Makaltala), Howrah
21. Shri Nalini Mohan Das,
Retired Headmaster, Kasemnager, Burdwan.
22. Shri Alok Chatterjee,
Assistant Professor of Economics, Bidhan Nagar College
Calcutta
23. Shri Ranjit Kumar Kolay,
Primary Teachers' Training Institute, Unit No. 1,
P.O. Barashool, Burdwan
24. Shri Durgapada Sarkar,
Head Master, Balagar Uchha Vidyalaya,
Radhanagar, Burdwan
25. Shri Himangsu Sarkar,
Assistant Teacher, Islampur S.F.C. High School, Islampur, West Dinajpur
26. Shri Ashis Kumar Guho
Netaji Subhas Road, Sheoraphuli, Hooghly
27. Shri Satyajit Datta,
Aswininagar, Baguihati, Calcutta
28. Shri Mihir Chattopadhyay,
Principal, Barrackpore Rastraguru Surendranath College,
Barrackpore, North 24-Parganas
29. Shri Kalyan Roy,
Aranghata, Nadia
30. Dr. Sudhir Ray, M.P.,
157, North Avenue, New Delhi
31. Students of the Department of Education,
University of Kalyani
32. Shri Dipankar Chakraborty,
Editor, Murshidabad Bikshan, Khagra, Murshidabad
33. Shri Sripati Charan Bera
Assistant Teacher, R.S. Bani Vidyapith, Rajnagar, 24-Parganas
34. Shri Amitijyoti Bagchi and others,
Malda
35. Shri Rabindra Nath Datta and Assistant Teachers,
Bolpur College, Birbhum
36. Shri Sankar Prasad Hor,
Patuligram, Hooghly

37. Shri Ashis Chandra Roy,
Shibpur Dinabandhu College, Howrah
38. Dr. Rajkumar Sen,
Reader in Economics, Rabindra Bharati University, Calcutta
39. Shri Chandidas Poddar,
Sheoraphuli, Hooghly
40. Shri Debabrata Ghosh,
Salt Lake, Calcutta
41. Shri Chandidas Mukherjee,
Principal, Rabindra Mahavidyalaya,
Champadanga, Hooghly
42. Sarvashri Padmasankar Pal, Asokendu Roy and Nemai Basu,
Vivekananda Mahavidyalaya, Haripal, Hooghly
43. Sarvashri Swapan Kumar Chatterjee and Birendranath Datta,
Khalisani Mahavidyalaya
44. Shri Anindya Kumar Mallik,
Rabindra Mahavidyalaya,
45. Shri Manik Halder and Shrimati Krishna Mukherjee,
S.G.B. College, Mogra, Hooghly
46. Shrimati Kamal Sengupta Bose, Member,
West Bengal Legislative Assembly
47. Shri Dilip Kumar Kanjilal,
Principal, Government Sanskrit College,
Calcutta
48. Shri S. K. Guha,
Director, Lighting Science and Technology Centre,
Diamond Park, Joka, South 24-Parganas
49. Shri Birendranath Sarkar,
Survey Research Centre, Indian Academy of Serial Science,
Ashokegarh, Calcutta
50. Shri Subrata Gupta,
Principal, Jogamaya Devi College,
Calcutta 700 026
51. Shri Krishna Dulal Ray,
Teacher-in-Charge, Balarampur College, Balaramlpur, Purulia
52. Dr. S.P. Bhattacharyya,
Head, Department of Education, University of Calcutta,
53. Shri Sitanshu Mookerjee,
Former Vice-Chancellor, Kalyani University.
54. State Co-ordination Committee of the
West Bengal Government Employees' Associations and Unions,
10A, Sankharitala Street, Calcutta

55. West Bengal Polytechnic Staff Association,
15, Gobindra Mandal Lane, Calcutta
56. Paschimbanga Vigyan Mancha,
Hemanta Bhaban (3rd floor), 12, B.B.D. Bag, Calcutta
57. Ballygunge Government High School Guardians' Association
58. The Co-ordination Committee of the Social Education Officers,
Hindusthan Park, Calcutta
59. Democratic Teachers' Association, West Bengal,
40/1, Atul Sur Road, Calcutta
60. Vidyasagar University Teachers' Association,
Midnapore
61. International Institute for Development Studies (IIDS)
221A, Acharya Prafulla Chandra Road,
Calcutta
62. Norman Bethune Movement for Hygiene,
University College of Medicine, University of Calcutta.
63. West Bengal Employment Service Association,
67, Bentick Street, Calcutta
64. Association for the Officers of the State Audit and Accounts Service,
P-3, Kenderdyne Lane, Calcutta
65. All India College Principals' Council,
27, Beniatola Lane, Calcutta
66. Students' Federation of India,
Bidhan Chandra Krishi Viswavidyalaya Local Committee,
Mohanpur, Nadia.

ANNEXURE F

LIST OF PERSONS, ASSOCIATIONS AND REPRESENTATIVE BODIES WHO SUBMITTED WRITTEN VIEWS TO THE COMMISSION ON REQUEST

1. West Bengal Higher Secondary Teachers' Forum
60B, Surya Sen Street, Calcutta
2. Swami Prabhavananda
Assistant Secretary, Ramkrishna Mission,
Belurmath, Howrah.
3. Sanskrita Sanskriti Samgram Samiti
7/2, Nabakumar Nandy Lane, Howrah
4. Nikhil Banga Sanskriti Samity
P-14, Biplabi Harendra Nath Ghosh Sarani,
Howrah

ANNEXURE G

FIELD VISITS BY THE EDUCATION COMMISSION

District(s) visited	Member(s) of the Education Commission	Educational Institutions Visited
<hr/>		
<hr/>		
		On February 11, 1992
		<ol style="list-style-type: none"> 1. Midnapore College 2. Matkapur Primary School 3. Sarbardia Mursedia Islamia High Madrasah, Midnapore
		<hr/>
		On February 12, 1992
Midnapore	<ol style="list-style-type: none"> 1. Dr. Ashok Mitra, Chairman 	<ol style="list-style-type: none"> 1. Kendra Ashram Type Government Sponsored
Purulia	<ol style="list-style-type: none"> 2. Shri Sunanda Sanyal, Member 3. Shri Mostafa Bin Quasem, Member 4. Shri G. S. Sanyal, Member 5. Shri Arun Choudhury, Member 	<ol style="list-style-type: none"> High School for Girls. 2. Balarampur College 3. Balarampur Phoolchand High School 4. Netaji Subhas Mahavidyalaya, Suisa
		<hr/>
		On February 13, 1992
		<ol style="list-style-type: none"> 1. Manikpara High School (Higher Secondary) 2. Lodusuli Path Basic School 3. Gaja Simul K.C.M. Junior High School 4. Silda Chandrasekhar College.
		<hr/>
		On March 6, 1992
West Dinajpur	<ol style="list-style-type: none"> 1. Shri Arun Choudhury, Member 	<ol style="list-style-type: none"> 1. Gangarampur College
Malda	<ol style="list-style-type: none"> 2. Shri Sunanda Sanyal, Member 	<ol style="list-style-type: none"> 2. Adarsha Nagar Primary School II. 3. Balurghat College 4. Khadimpur Girls' High School
		<hr/>
		On March 7, 1992
		<ol style="list-style-type: none"> 1. One Unnamed Primary School (on way to Hili). 2. One Unnamed Primary School (on way to Hili). 3. One Unnamed Primary School at Hili 4. Hili Girls' High School 5. Malda College 6. Government Teachers' Training College, Malda.

District(s) visited	Member(s) of the Education Commission	Educational Institutions visited
<u>On March 25, 1992</u>		
South 24—Parganas	<ol style="list-style-type: none"> 1. Shri Sunanda Sanyal, Member 2. Shri Poromesh Acharya, Member 	<ol style="list-style-type: none"> 1. Sarisha High School 2. Fakir Chand College, Diamond Harbour 3. Parulia Ramkrishna High School, Diamond Harbour
<u>On March 31, 1992</u>		
South 24—Parganas	Shri Sunanda Sanyal, Member	<ol style="list-style-type: none"> 1. Narayantala Ramkrishna Vidyamandir, Kultali 2. Sundarban Hazi Desarat College, Pathankhali
<u>On April 21, 1992</u>		
Murshidabad	<ol style="list-style-type: none"> 1. Shri Poromesh Acharya, Member 	<ol style="list-style-type: none"> 1. Raja Manindra Chandra Vidyapith, Saidabad
Nadia	<ol style="list-style-type: none"> 2. Shri Arun Choudhury, Member 3. Shri Sunanda Sanyal, Member 	<ol style="list-style-type: none"> 2. Nawabbahadur Institution, Murshidabad 3. Sripat Singh College, Jagunj 4. Krishnath College, Beharampore 5. Beharampore Textile Technology College. 6. Beharampore Girls' College
<u>On April 22, 1992</u>		
		<ol style="list-style-type: none"> 1. Maharani Kasiswari Girls' School (Primary Section), Beharampore 2. Ramkrishna Mission Residential School (Primary Section), Sargachhi 3. Krishnagar Women's College 4. Krishnagar Government College 5. Chakdah High School

District(s) visited	Member(s) of the Education Commission	Educational Institutions visited
Darjeeling Jalpaiguri Cooch Behar	1. Shri Mostafa Bin Quasem, Member 2. Shri Sunanda Sanyal, Member 3. Shri Poromesh Acharya, Member	On April 27, 1992 1. University of North Bengal 2. Siliguri College of Commerce
		On April 28, 1992 1. Jalpaiguri Engineering College 2. Prasanna Deb Women's College, Jalpaiguri 3. Moynaguri Higher Secondary School. 4. Bairatiguri High School
		On April 29, 1992 1. Sarada Shishutirtha Cooch Behar 2. Acharya Brajendra Nath Seal College, Cooch Behar 3. McWilliam Higher Secondary School, Alipurduar.
		On April 30, 1992 1. Boys' Primary School, Ghoom 2. Ghoom Boys' High School 3. Shri Ramkrishna B.T. College, Darjeeling 4. Darjeeling Government, College

ANNEXURE H
SAMPLE SURVEY FOR SCHOOLS
Questionnaire for Students

Your name.....
Your father's/mother's/guardian's name.....
Name of your school.....
Address of your school.....
Your age..... You are a boy/girl The class you are in.....
Date.....

General direction: Read right through the questionnaire. Think, and then answer each question by putting a tick mark or writing out your response as directed.

- | Question | Instruction |
|--|--|
| 1. You love your school | Tick the box <input checked="" type="checkbox"/> against |
| (a) very much | |
| (b) somewhat | |
| (c) not at all | |
| 2. The facilities for games/sports you get in your school are | |
| (a) Quite adequate | |
| (b) Adequate on the whole | |
| (c) Inadequate | |
| 3. Have you ever taken part in any cultural function
organized by your school ? | |
| (a) Yes | |
| (b) No | |

If you have ticked 'No', say what has prevented you, in
the space below :

4. Are all classes held
regularly in your school ?
- (a) Yes
(b) No
- If your answer is 'No', then give reason by ticking the
appropriate box below :
- (a) Teachers frequently absent themselves from school
(b) Even when they are present, some teachers
stay away from classes
(c) School frequently breaks up before time

5. Do you want your school to provide more classes ? Tick the box against the chosen answer
(a) Yes
(b) No
6. You feel that you will do better in your annual/ Madhyamik/Higher Secondary examination if your School gives you some tests
(a) every week
(b) every fortnight
(c) every month
(d) every three months
(e) every six months
7. You consider your curriculum to be
(a) too heavy
(b) not at all heavy
8. You enjoy reading
(a) all your text books
(b) some of your text books
(c) none of your text books
9. Are you receiving additional tuition from some private tutor(s), or tutorial home(s) or your parent(s) ?
(a) Yes
(b) No
If 'Yes', then the reason is that
(a) your curriculum is too heavy
(b) Classes are irregular in your school
(c) you cannot quite follow your classes
(d) you want to do better than your class fellows
10. How many guide books or note books do you study ?
(a) one or two
(b) three or four
(c) five or more
(d) none at all
11. You feel that the answers you write for your school examination are
(a) carefully read before being marked
(b) not very carefully read before being marked
(c) just marked but not read
12. Your parents, you feel,
(a) press you too much for studies
(b) do not press you at all for studies
(c) put the right amount of pressure on you for studies
13. Do your parents encourage you to take part in games and sports and cultural programmes ?
(a) Yes
(b) No

14. Does your school organize any cultural functions with the students ?
- (a) Yes
(b) No
- If 'Yes', do your teachers encourage you to take part in such functions ?
- (a) Yes
(b) No
15. Do you feel that your preparation for examinations leaves you with little time for games/sports and cultural activities ?
- (a) Yes
(b) No
16. How much time does it take you everyday to get to school and get back home from there ?
- Hour(s)..... Minute(s).....
17. Do you share with your parents any domestic work (like cooking, shopping, fetching water etc.) and/or any work for augmenting the family income ?
- (a) Yes
(b) No
- If 'Yes', Say how much time you spend everyday on it ?
- Hour(s).....
18. Do you watch television and video shows and/or listen to radio ?
- (a) Yes
(b) No
- If 'Yes', Say how much time you need for this purpose everyday ?
- Hour(s).....
19. Write, in not more than 50 words, what in your opinion should be done to improve the standard of teaching and learning in your school.

Tick the box against the chosen answer

SAMPLE SURVEY FOR SCHOOLS

Questionnaire for Teachers

Name of the teacher respondent.....

Address.....

Name of school.....

Address of school.....

Education..... Age..... Sex

Date.....

General direction : All the questions in this questionnaire are equally important. So please answer each. Please feel free to answer without reservation; say exactly what you believe to be correct. The personal identity of all the respondents including yours, will be kept secret. Notice that each question follows specific instructions explaining how to answer it. Please read the questions and the instructions carefully before answering the questions.

Question	Instruction
<p>1. Which of the following aims is present day school level education in West Bengal able to achieve?</p> <ul style="list-style-type: none">(a) help grow responsible citizens(b) develop practical skills(c) impart knowledge(d) prepare learners for higher education(e) prepare learners to earn their living(f) build character(g) none of these	If you select more than one alternatives, number the boxes against each with 1,2,3 etc. in order of decreasing importance—1 and 6 being the most and the least important respectively. If you select alternative (g), then tick <input checked="" type="checkbox"/> the box against (g); in that case obviously there will be no number in any of the other boxes from (a) to (f)
<p>2. In your opinion, the standard of school education in West Bengal is</p> <ul style="list-style-type: none">(a) good(b) satisfactory(c) unsatisfactory <p>If 'unsatisfactory', it is so mainly because of</p> <ul style="list-style-type: none">(a) faulty syllabi(b) faulty teaching methods(c) faulty examination system(d) some other reasons	Tick the box <input checked="" type="checkbox"/> against the selected answer

If you have ticked (d), give reason(s) in the space below in two/three sentences:

3. Do you think that your school syllabi are consistent with what (in your view) should be the appropriate aims of school education?

- (a) Yes
- (b) No
- (c) Don't know
- (d) 'No', give reason for it in the space below in two/three sentences:

Tick the box against the selected answer

4. Do you think that the Higher Secondary syllabi actually follow on from the corresponding Madhyamik syllabi?

- (a) Yes
- (b) No
- (c) Don't know

If 'No', indicate the areas(s) of mismatch in the space below in two/three sentences:

5. In your opinion, the syllabi you are teaching are

- (a) Perfectly well constructed
- (b) well constructed on the whole
- (c) badly constructed

6. In your opinion, syllabus designers should have

- (a) just long teaching experience
- (b) just special training in syllabus construction
- (c) both

7. Do you get enough time to cover the part of the syllabus you are given to teach?

- (a) Yes
- (b) No

8. Do you think that the ongoing examination system calls for immediate reform?

- (a) Yes
- (b) No
- (c) Don't know

If 'Yes', what kind of reform would you recommend? Write in the space below:

9. In your opinion, in order to improve the standards of evaluation in Madhyamik and Higher Secondary examinations
- (a) examiners should be given special training in the modern methods of testing
 - (b) only experienced teachers should be appointed examiners
 - (c) all school teachers should be compelled to look over a certain number of answer scripts related to at least one public examination every year
 - (d) the fee for evaluation of answer scripts should be raised
 - (e) something more should be done

If you have chosen (e), write below what more should be done:

10. If the standard of teaching and learning in our schools has to be improved, then in your opinion
- (a) the number of pupils in a class must not exceed 20/30/40/50/60
 - (b) regular tutorial classes should be held
 - (c) weekly/fortnightly/monthly examinations should be held
 - (d) some other steps should be taken

If you have chosen (d), specify the other steps in the space:

If you choose more items than one, put them in their graded order of importance by putting 1,2,3 etc. in the boxes against the selected answers. If you select only (e), then tick the box against (e). In that case, there will be no number in the boxes against items from (a) to (d). If you select one, or more than one of the alternatives from (a) to (d), and in addition, want to say something more in alternative (e), then put all your choices including that in (e), in their graded order of importance by putting 1, 2, 3 etc. in the boxes against each item.

If you choose more items than one, put them in their graded order of importance by putting 1,2,3 etc. in the boxes against the selected answers. If (a) is one of the items selected, then strike out the alternatives which in your opinion are not applicable. Similarly if (c) is one of the items selected, strike out the alternatives mentioned in (c) which in your opinion are not applicable. If you select only (d), then tick the box against (d). In that case there will be no number in the boxes against (d). In that case there will be no number in the boxes against items from (a) to (c). If you select one, or more than one of the alternatives from (a) to (c), and in addition want to say something more in alternative (d), then put all your choices including that in (d) in their graded order of importance by putting 1, 2, 3 etc. in the boxes against each item.

Tick the box against the selected answer.

11. Do you think that school boys and girls now rely more than ever before on guide books (or note books) and private tuition?

- (a) Yes
- (b) No
- (c) Don't know

If 'Yes', then the reason(s) is/are

- (a) class room teaching has become dull and uninspiring
- (b) classes have become irregular
- (c) note books/guide books have made it easy to pass examinations
- (d) syllabi are not fully covered in the schools
- (e) craze for 'better' examination results
- (f) other

If you have chosen (f), specify in the space below:

12. In your opinion, private tuition given by working teachers should be
- (a) controlled
 (b) stopped
 (c) encouraged
13. In your opinion, the complaints of malpractice in the appointment of teaching and non-teaching staff in the schools are
- (a) baseless
 (b) not altogether baseless
 (c) well founded
14. Do you think that education up to the Higher Secondary stage having become free,
- (a) increasingly larger number of poor children are receiving school education
- (b) the well-to-do who can afford to pay for schooling, are getting away with the benefits
- (c) teachers do not hold themselves accountable to students and parents with the result that the standards go down
- (d) the education budget has little money to spare for essentials like furniture and teaching aids, e.g. blackboards, maps and charts
- (e) private tuition thrives
15. In your opinion, in managing the schools in West Bengal today, the headmasters/headmistresses are
- (a) doing their job competently
 (b) receiving the necessary cooperation of the majority of teachers
 (c) receiving the necessary cooperation of the students and their parents
16. In your opinion, the salary and pension structures for teachers are
- (a) perfectly satisfactory
 (b) satisfactory on the whole
 (c) unsatisfactory
- If you have chosen (c), give reason(s) in not more than 30 words:
17. You may write below your views/recommendations regarding present educational system, if you have any, in addition:
- Tick the box ✓ against the selected answer.
- Tick either the affirmative or the negative box ✓ against each item.
- | | |
|-----|----|
| Yes | No |
|-----|----|
- | | |
|-----|----|
| Yes | No |
|-----|----|
- | | |
|-----|----|
| Yes | No |
|-----|----|
- | | |
|-----|----|
| Yes | No |
|-----|----|
- | | |
|-----|----|
| Yes | No |
|-----|----|
- | | |
|-----|----|
| Yes | No |
|-----|----|
- | | |
|-----|----|
| Yes | No |
|-----|----|
- Tick the box ✓ against the selected answer.

SAMPLE SURVEY FOR SCHOOLS

Questionnaire for Guardians

Name of the respondent.....

Address.....

Respondent's educational qualification.....

Name and address of the school
where the respondent's child studies.....

Number of respondent's school-going
children and their age.....

Total monthly income of the respondent's family.....

Date.....

General direction : All the questions in this questionnaire are equally important. So please answer each. Please feel free to answer without reservation; say exactly what you believe to be correct. The personal identity of all the respondents including yours, will be kept secret. Notice that each question follows specific instructions explaining how to answer it. Please read the questions and the instructions carefully before answering the questions.

Question	Instruction
1. For your child's academic progress, you rely mostly on (a) the school in which he/she studies (b) the private tutor(s) and/or the tutorial home(s) etc. that coach him outside the class room (c) bazaar-guides—e.g. note books, suggestions etc.	Tick the box <input type="checkbox"/> against the selected answer
2. The school to which your child goes, holds classes (a) quite regularly (b) regularly on the whole (c) irregularly	
3. Your child's school conducts its internal examinations (e.g. half yearly, annual etc.) (a) quite efficiently (b) efficiently on the whole (c) perfunctorily	
4. The teachers and administrators of your child's school (a) listen to his/her problems and sincerely try to solve them (b) listen all right but in the present circumstances can do little to solve them (c) do not give him/her a patient hearing at all	

5. Do you think that the fee (payable only once) for the Madhyamik and Higher Secondary examinations should be raised ?

- (a) Yes
- (b) No

If 'Yes', what should the amount be ?

Amount.....

Tick the box against the selected answer

6. In your opinion, an increase in the remuneration for looking over the answer scripts of the Madhyamik and Higher Secondary examinations

- (a) should be followed up with the appointment of more competent examiners
- (b) will not improve the quality of examination
- (c) should be followed up with measures to compel the present examiners to evaluate the answer scripts properly

7. You feel that outside interference in academic affairs is

- (a) not taking place
- (b) taking place and increasing
- (c) taking place but decreasing

8. In order to give your child company while he/she plays or goes in for his/her age-related recreations, you

- (a) spend some of your time with him/her everyday
- (b) spend some of your time with him/her every week
- (c) cannot afford to spend any of your time with him/her

9. You feel that the teachers' associations are

- (a) improving the academic atmosphere
- (b) vitiating the academic atmosphere
- (c) neither improving nor vitiating the academic atmosphere

10. In the space provided below write in not more than 50 words what role you would yourself like to play in the administration of your child's school :

11. In the space provided below write in not more than 50 words what you yourself do to help your child learn better :

12. Do you feel that the courses your child follows at school are too heavy ? Tick the box against the selected answer
- (a) Yes
(b) No
13. Does your child need additional help with his/her studies from private tutor(s) and/or tutorial home(s) etc. ?
- (a) Yes
(b) No
- If 'Yes', how much money do you have to spend on account of private coaching per month ?
- Amount.....
14. How much money per year do you have to spend in buying books (text books, note books, suggestions etc. altogether) for your child ?
- Amount.....
15. How much time per day does your child spend in watching TV/Video and/or listening to Radio ?
- Hour(s).....
16. How much time altogether does your child spend per week in taking part in games and sports and cultural pursuits (e.g. singing, dancing, playing musical instruments, drawing, etc.) ?
- Hour(s).....
17. How much time altogether does your child spend everyday on his/her way to and back from school, private tutors' homes and/or tutorial homes ?
18. Does your child help you with domestic chores (e.g. cooking, shopping, fetching water etc.) and/or augmenting the family income ?
- (a) Yes
(b) No
- If 'Yes', how much time everyday does he/she spend on this ?
- Hour(s).....
19. You may write below your views/recommendations regarding present educational system, if you have any, in addition :

Question

Instruction

Pass subjects :

- (i) Home
- (ii) Weekly tests
- (iii) Mid-term tests
- (iv) Annual tests
- (v) Test before the finals
- (vi) No test

Please tick (✓) the box against one or more options.

20. What do you think is the purpose of your education

- (i) Get a degree
- (ii) Get a job and earn a living
- (iii) Pleasure
- (iv) Family pressure because everyone else does the same.
- (v) Do not know
- (vi) Others (specify)

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important.

21. What in your opinion are the drawbacks of the public examinations you face (University/Council/Board)

- (i) Difficult
- (ii) Heavy
- (iii) Inconsistent marking
- (iv) Marking is biased towards individuals or colleges and therefore unfair

22. What facilities for extra-curricular activities are present in your college ?

- (i) College magazine published regularly
- (ii) Playfields with proper sports facilities
- (iii) NCC
- (iv) NSS
- (v) Cultural functions

Please tick (✓) against one or more options.

23. Are you following the course that you wanted to follow ?

- (i) Yes
- (ii) No

Please tick (✓) the box against the selected answer.

24. If the answer to question number 23 is no:

(a) Which was your preferred course ?

.....

(b) What are your reasons for not being able to do the preferred course ?

- (i) Tried, but could not get admission
- (ii) No facility within easy reach of the residence
- (iii) Financial problems

Question**Instruction**

25. What new subjects can be introduced to equip you better for the existing employment opportunities ?

Please write clearly on dotted line.

26. Is there any outside interference in the day-to-day administration of your college ?

Please tick (✓) the box against the selected answer.

- (i) Yes
- (ii) No

27. In your view :

Your college students' union is :

- (i) More helpful than troublesome
- (ii) More troublesome than helpful
- (iii) None of the above

28. How long does it take to reach your college from your place of residence ? (please specify approximately in minutes and hours)

Please write clearly on the dotted line below.

29. (a) The facilities for studying at your residence are:

- (i) Adequate
- (ii) Inadequate

(b) If the answer to 29 (a) is 'inadequate' please state the reasons:

- (i) Lack of space
- (ii) Lack of light
- (iii) Pressure of domestic work
- (iv) Necessity to earn
- (v) Unable to purchase books, stationery, equipments etc.

Please tick (✓) the box against the selected answer.

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important.

Please write clearly on the dotted line for (a) and tick (✓) the box against your selected answer for (b)

ANNEXURE I

SAMPLE SURVEY FOR COLLEGES

Questionnaire for Teachers

Name of the teacher respondent.....

Address..... Subject you teach.....

Name of college

Address of college.....

Located in: Urban/Semi-urban/Rural areas (please tick the selected answer)

Name of the affiliating University.....

Qualification Designation.....

Pay scale..... Total monthly emoluments.....

Gender (Male/Female)..... Age (in years)..... Date.....

General direction : All questions in this questionnaire are equally important. So please answer each. Please feel free to answer without reservation; say exactly what you believe to be correct. The personal identity of all the respondents including yours, will be kept secret. Notice that each question follows specific instructions explaining how to answer it. Please read the questions and the instructions carefully before answering the questions.

Question

Instruction

1. How long have you been in the teaching profession (in years) ?
 (i) 1.10
 (ii) 11.20
 (iii) 21.30
 (iv) More than 30
Please tick (✓) the box against the selected answer.
2. Have you moved from one college to another ?
 (i) Yes
 (ii) No
3. If the answer to question number 2 is yes, please indicate how many times you have moved from one college to another.
 (i) 1
 (ii) 2
 (iii). 3
 (iv) 4
 (v) 5
 (vi) More than 5
4. Do you think that there should be a system of transfer for the college teachers ?
 (i) Yes
 (ii) No

Question**Instruction**

5. How long does it take to reach your college from your place of residence ?
- (i) 15-30 minutes
(ii) 30 minutes-1 hour
(iii) 1-2 hours
(iv) 2-3 hours
(v) More than 3 hours
6. Number of classes allotted to you per week :
- (i) Slack season
(ii) Busy season.....
7. Total number of actual teaching days available during the last academic year :
.....
8. Can the library of your college meet the requirements of all your students ?
- (i) Yes
(ii) No
9. If the answer to question number 8 is No, how do you cope with the demands of the students?
.....
.....
.....
10. Do you think that the salary you get is satisfactory?
- (i) Yes
(ii) No
11. Should the teachers try to supplement their income in any other manner to cope with the rising price index ?
- (i) Yes
(ii) No
12. Do your students attend classes :
- (i) Very regularly
(ii) With moderate regularity
(iii) Irregularly
13. In your opinion the ability to comprehend and express of the average students in your class over the years is :
- (i) Improving
(ii) Declining
(iii) Remaining the same

Please tick (✓) the box against the selected answer.

Please write the exact number.

Please tick (✓) the box against the selected answer.

Please specify by writing on the dotted line given below the question.

Please tick (✓) the box against the selected answer.

SAMPLE SURVEY FOR COLLEGES

Questionnaire for Principals

Name of the respondent.....

Gender (Male/Female)..... Address.....

Name of college

Address of college.....

Located in: Urban/Semi-urban/Rural areas (please tick the selected answer)

Name of the affiliating University.....

Qualification Pay scale.....

Total monthly emoluments..... Date.....

Question	Instruction
1. Do you think that the administration of colleges would improve if all members on their staff including the Principal were made transferable?	Please tick the box <input type="checkbox"/> against the selected answer.
(i) Yes	
(ii) No	
2. Should the post of the Principal be made:	
(i) Rotating	
(ii) Transferable	
(iii) Permanent	
3. Does your teaching staff cooperate with you in administering the college?	
(i) Yes	
(ii) No	
4. Does your non-teaching staff cooperate with you in administering the college?	
(i) Yes	
(ii) No	
5. Do you think that the Principals in the other colleges you know of receive greater cooperation from their staff than you do from yours?	
(i) Yes	
(ii) No	

Question**Instruction**

6. In case of breach of discipline on the part of a teacher or an office-worker can you rely on your Governing Body to help you discipline the person concerned?
- (i) Yes
(ii) No
7. Is there any outside interference in the day – to day administration of your college?
- (i) Yes
(ii) No
8. Do you think that the way the governing body is nowadays constituted biases it towards :
- (i) Teachers
(ii) Principals
(iii) Office workers
(iv) None of the above
9. In your view :
- (a) **The Principal's Association is:**
(i) Generally helpful
(ii) Generally unhelpful
(iii) Neutral
- (b) **Teachers' Associations are:**
(i) Generally helpful
(ii) Generally unhelpful
(iii) Neutral
- (c) **Your college students' union is:**
(i) Generally helpful
(ii) Generally unhelpful
(iii) Neutral
- (d) **Your office workers' union is:**
(i) Generally helpful
(ii) Generally unhelpful
(iii) Neutral
- (e) **Your office workers' union is:**
(i) Generally helpful
(ii) Generally unhelpful
(iii) Neutral
10. How happy are you with the performance of the College Service Commission/Public Service Commission?
- (i) Quite
(ii) More or less
(iii) Not at all
- Please tick the box against the selected answer.

Question	Instruction
11. How will you rate the following infrastructural facilities in your college?	Please tick the box <input type="checkbox"/> against the selected answer.
(a) Classrooms, laboratories, library, blackboards maps/charts etc.	
(i) Good	
(ii) Average	
(iii) Bad	
(b) Playground auditorium for cultural function:	
(i) Good	
(ii) Average	
(iii) Bad	
12. What proportion of your students have to spend more than an hour in getting to college and back home?	
(i) 50%	
(ii) 40%	
(iii) 30%	
(iv) less than 30%	
13. Does your college provide hostel accommodation?	
(i) Yes	
(ii) No	
14. Do you publish college magazine:	
(i) Regularly	
(ii) Intermittently	
(iii) Never	
15. Do you think majority of your teachers take classes	
(i) regularly	
(ii) irregularity	
(iii) seldom	
16. Do you think that the syllabus for the subjects taught in your college are by and large.	
(i) Reasonable	
(ii) Slipshod	
(iii) Dated	
(iv) Compare unfavourably with those offered by other Universities	
17. Several people complain that the standard of teaching in our colleges has declined. Do you agree?	If you select more than one alternative number the boxes against each with 1, 2, 3 etc in order of decreasing importance 1 being the most important.
(i) Yes	
(ii) No	

21. Suggest in not more than 100 words, how the inspection systems of the government and the University can be improved?

22. Please enumerate the problems that are plaguing the growth of your college.

SAMPLE SURVEY FOR COLLEGES

Questionnaire for Students

General direction : All questions in this questionnaire are equally important. So please answer each. Please feel free to answer without reservation; say exactly what you believe to be correct. The personal identity of all the respondents including yours, will be kept secret. If you are not willing to disclose your identity, you may not mention your name and Roll Number. Notice that each question follows specific instructions explaining how to answer it. Please read the questions and the instructions carefully before answering the questions. Please feel it to be your responsibility to improve the education system prevailing in the state both for academic and employment purposes.

Name of the student respondent..... Roll No.
(Name and Roll No. need not be mentioned, if there is any objection to disclose your identity).

Name of College..... Class.....

Age of respondent (in Years)..... Religion.....

Caste..... Gender (Male or Female)..... Date.....

Subject taken : (1) Honours (2) Pass.....
.....
.....

Parents' Qualification : (1) Father (2) Mother

Parents' Occupation : (1) Father (2) Mother

Parents' Monthly Income : (1) Father (2) Mother

Question

Instruction

1. Which school/college did you attend before joining this college ? Please write clearly on the dotted lines.

(a) Name.....

(b) Place of location.....

2. (a) In what language did you use to answer examination questions before joining this college ?
.....

(b) In what language do you write your answers now?
.....

Question

Instruction

3. Do you face any difficulty in ?

(a) *following lectures in English ?*

- (i) Yes
- (ii) No

Please tick (✓) the box against the selected answer.

(b) *understanding reference books in English ?*

- (i) Yes
- (ii) No

4. What is your opinion about the present syllabus?

(a) *Honours subject :*

- (i) Interesting
- (ii) Boring
- (iii) Dated
- (iv) Backdated
- (v) Difficult
- (vi) Too heavy

If you select more than one alternative, number the boxes against each with 1, 2, 3, etc. in order of decreasing importance—1 being the most important and 6 being the last important.

(b) *Pass subjects :*

- (i) Interesting
- (ii) Boring
- (iii) Dated
- (iv) Backdated
- (v) Difficult
- (vi) Too heavy

5. How regularly are your classes held ?

(a) *Honours subject :*

- (i) All teachers take classes regularly
- (ii) Some teachers take classes regularly and some do not
- (iii) None of the teachers take classes regularly

Please tick (✓) the box against the selected answer.

(b) *Pass subjects :*

- (i) All teachers take classes regularly
- (ii) Some teachers take classes regularly and some do not
- (iii) None of the teachers take classes regularly

6. Do you expect your syllabus to be covered before your examination ?

(a) *Honours subject :*

- (i) All teachers will cover the syllabus
- (ii) Some teachers will cover the syllabus and others will not
- (iii) None of the teachers will cover the syllabus

Question**Instruction**

(b) *Pass subjects :*

- (i) All teachers will cover the syllabus
- (ii) Some teachers will cover the syllabus and others will not
- (iii) None of the teachers will cover the syllabus

7. What do you do in the class ?

(a) *Honours subjects :*

- (i) Copy notes sent by the teachers to be dictated by a student
- (ii) Take down notes dictated by the teachers
- (iii) Listen and take running notes from lectures given by the teachers
- (iv) Listen to lectures given in the class, but do not take any notes
- (v) Put questions to the teachers if you have problem
- (vi) Answer questions asked by teachers in the class (applicable if asked at all)
- (vii) Teachers do roll call and leave the class; therefore do nothing
- (viii) Do not attend classes

(b) *Pass subjects :*

- (i) Copy notes sent by the teachers to be dictated by a student
- (ii) Take down notes dictated by the teachers
- (iii) Listen and take running notes from lectures given by the teachers
- (iv) Listen to lectures given in the class, but do not take any notes
- (v) Put questions to the teachers if you have problem
- (vi) Answer questions asked by teachers in the class (applicable if asked at all)
- (vii) Teachers do roll call and leave the class; therefore do nothing
- (viii) Do not attend classes

8. If you have any problems, do your college teachrs help you during college hours outside the class ?

(a) *Honours subjects :*

- (i) Readily and often
- (ii) Sometimes
- (iii) Never, even if they are present in the college
- (iv) Never, because tachers are not present in the college after class hours

Please tick (✓) the box against the selected answer.

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important and 6 being the least important.

Please tick (✓) the box against the selected answer.

Question	Instruction
(b) <i>Pass subjects :</i>	Please tick (✓) the box against the selected answer.
(i) Readily and often (ii) Sometimes (iii) Never, even if they are present in the college (iv) Never, because teachers are not present in the college after class hours	
9. In preparing for examinations which of the following do you depend on ?	If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important and 4 being the least important.
(a) <i>Honours subjects :</i>	
(i) Class notes (ii) Notes from private tutors (iii) Guide books (iv) Reference books from libraries	
(b) <i>Pass subjects :</i>	
(i) Class notes (ii) Notes from private tutors (iii) Guide books (iv) Reference books from libraries	
10. You feel that the answers you write for your college examination are:	Please tick (✓) the box against the selected answer.
(a) <i>Honours subjects :</i>	
(i) Carefully read before being marked (ii) Not very carefully read before being marked (iii) Just-marked but not read	
(b) <i>Pass subjects :</i>	
(i) Carefully read before being marked (ii) Not very carefully read before being marked (iii) Just-marked but not read	
11. Which libraries do you visit for:	If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important and 3 being the least important.
(a) <i>Text books :</i>	
(i) College (ii) Others (Please specify the names)
(iii) Do not use libraries	

Question

Instruction

(b) *Reference books :*

- (i) College
- (ii) Others (Please specify the names)

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If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important and 3 being the least important.

(iii) Do not use libraries

12. Does the college Librarian help you find the books you want :

- (i) Readily
- (ii) Grudgingly
- (iii) Rarely

Please tick (✓) the box against the selected answer.

13. What types of books do you read for the subjects you have taken ?

(a) *Honours subjects :*

- (i) Text books
- (ii) Reference books
- (iii) Current Journals
- (iv) Current statistical records

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important.

(b) *Pass subjects :*

- (i) Text books
- (ii) Reference books
- (iii) Current Journals
- (iv) Current statistical records

14. How can the college library help you most ?

- (i) Give access to open shelves
- (ii) Keep current journals
- (iii) Keep current statistical records
- (iv) Keep more copies of the text and reference books
- (v) Improve the cataloguing system
- (vi) Improve the borrowing system

15. Do you read books on day issue :

- (i) Frequently
- (ii) Occasionally
- (iii) Never

Please tick (✓) the box against the selected answer.

16. (a) Do you go to private tutor/s or coaching classes ?

Yes

No

Please tick without fear and remember that all information is confidential

Question

Instruction

- (b) If the answer to 16(a) is yes, please state the reasons for taking private tuition :
- (i) Syllabus not finished in class
 - (ii) Cannot follow the class lectures
 - (iii) Want readymade notes
 - (iv) Think that the private tutor will give better suggestions regarding likely questions

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important.

17. How good are your laboratory facilities and practical classes:

(a) Satisfactory

(b) *Unsatisfactory because of:*

- (i) Irregularity
- (ii) Lack of equipment
- (iii) Lack of methodical instruction

18. If your syllabus prescribes fieldwork how do you go about it ?

Please tick (✓) the box against the selected answer.

(a) *Background reading*

- (i) Read all available materials before going to the field
- (ii) Do a little amount of reading before going to the field
- (iii) Do not do any background reading before going to the field

(b) *What is done in the field ?*

- (i) See the place and have nice time
- (ii) Collect information/materials without knowing what is being done for what purpose
- (iii) Collect information/materials with proper understanding of what is being done and for what purpose

19. What types of assessment do you have in your college ? Please tick the selected answers.

Please tick (✓) against one or more options.

(a) *Honours subject:*

- (i) Home assignment
- (ii) Weekly tests
- (iii) Midterm tests
- (iv) Annual tests
- (v) No test

Question**Instruction**

- (b) *Pass subjects :*
- (i) Home assignment
 - (ii) Weekly tests
 - (iii) Mid-term tests
 - (iv) Annual tests
 - (v) Test before the finals
 - (vi) No test
20. What do you think is the purpose of your education
- (i) Get a degree
 - (ii) Get a job and earn a living
 - (iii) Pleasure
 - (iv) Family pressure because everyone else does the same
 - (v) Do not know
 - (vi) Others (specify).....
21. What in your opinion are the drawbacks of the public examinations you face (University/Council/Board)
- (i) Difficult
 - (ii) Heavy
 - (iii) Inconsistent marking
 - (iv) Marking is biased towards individuals or colleges and therefore unfair
22. What facilities for extra-curricular activities are present in your college ?
- (i) College magazine published regularly
 - (ii) Playfields with proper sports facilities
 - (iii) NCC
 - (iv) NSS
 - (v) Cultural functions
23. Are you following the course that you wanted to follow ?
- (i) Yes
 - (ii) No
24. If the answer to question number 23 is no:
- (a) Which was your preferred course?
.....
- (b) What are your reasons for not being able to do the preferred course ?
- (i) Tried, but could not get admission
 - (ii) No facility within easy reach of the residence
 - (iii) Financial problems

Please tick (✓) the box against one or more options.

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important.

Please tick (✓) against one or more options.

Please tick (✓) the box against the selected answer.

Please write clearly on the dotted line for (a) and tick (✓) the box against your selected answer for (b).

Question**Instruction**

25. What new subjects can be introduced to equip you better for the existing employment opportunities?

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Please write clearly on the dotted line.

26. Is there any outside interference in the day-to-day administration of your college?

- (i) Yes
- (ii) No

Please tick (✓) the box against the selected answer.

27. In your view:

Your college students' union is:

- (i) More helpful than troublesome
- (ii) More troublesome than helpful
- (iii) None of the above

28. How long does it take to reach your college from your place of residence? (please specify approximately in minutes and hours)

.....

Please write clearly on the dotted line below.

29. (a) The facilities for studying at your residence are:

- (i) Adequate
- (ii) Inadequate

Please tick (✓) the box against the selected answer.

(b) If the answer to 29 (a) is 'inadequate' please state the reasons:

- (i) Lack of space
- (ii) Lack of light
- (iii) Pressure of domestic work
- (iv) Necessity to earn
- (v) Unable to purchase books, stationery, equipments etc.

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important.

ANNEXURE J

STAFF OF THE EDUCATION COMMISSION

1. Shri Alok Kumar Mukhopadhyay
WBCS, Deputy Secretary
2. Shri Syamal Kumar Das,
WBCS, Assistant Secretary
3. Shri Indranath Chatterjee,
Section Officer
4. Shri Anil Kumar Das,
Section Officer
5. Shri Dharendra Nath Saha,
Section Officer
6. Shri Kartick Chandra Karmakar,
Personal Assistant
7. Shri Asim Majumdar,
Personal Assistant
8. Shri Pabitra Mitra,
Personal Assistant
9. Shri Supriya Roy Chowdhury,
Personal Assistant
10. Shri Biswajit Chakraborty,
Personal Assistant
11. Shri Abdul Aziz,
Personal Assistant
12. Shri Atanu Mitra,
Upper Division Assistant
13. Shri Byomkesh Roy,
Lower Division Assistant
14. Shri Raghunath Maiti
15. Shri Balai Chatterjee
16. Shri Fakir Chand Das
17. Shri Tarapada Chakraborty
18. Shri Dharendra Chandra Das
19. Shri Narayan Chandra Das
20. Shri Asgar Ali
21. Shri Sudhir Majumdar
22. Shri Khagendra Nath Das
23. Shri Priya Ranjan Kushari

In addition, Dr. Sukumar Sen, Assistant Director of Public Instruction, Shri Tapan Kumar Dey, Assistant Accountant, Finance (Accounts) Department, Shri Biswanath Roy Moulik, Lower Division Assistant and Shri Chittaranjan Nayak assisted the Commission.

Question

Instruction

14. Do you think that the syllabus in your subject is:

- (i) Too heavy
- (ii) Not up-to-date
- (iii) Not organised
- (iv) Not informative
- (v) Not parallel with other Universities of the country

If you select more than one alternative, number the boxes against each with 1,2,3, etc. in order of decreasing importance—1 being the most important.

15. Why do you think that the students nowadays go in for private coaching ?

- (i) Classes are not held regularly
- (ii) Teachers do not teach properly
- (iii) Syllabus is heavy
- (iv) Others (specify).....

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16. What in your opinion are the drawbacks of the public examinations? (University/Council)

- (i) Difficult
- (ii) Heavy
- (iii) Inconsistent marking
- (iv) Marking is biased towards individuals or colleges and is therefore unfair
- (v) Others (specify).....

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17. In your opinion the main functions performed by the governing body of your college are:

- (i) Ensuring efficient administration
- (ii) Expansion of the college
- (iii) Academic improvement
- (iv) None of the above

18. In your opinion what should be the role of the government in running a college ?

- (i) Supplying finance only
- (ii) Enforcing administrative discipline
- (iii) Enforcing financial discipline
- (iv) Monitoring academic performance

19. Are extra-curricular activities held in your college ?

- (i) Yes
- (ii) No

Please tick (✓) the box against the selected answer.

Question**Instruction**

20. Do you think the infrastructure facilities (classroom laboratories, teaching aid, playgrounds etc.) are adequate? Please tick (✓) the box against the selected answer.

- (i) Yes
- (ii) No

21. Do you think that acquiring of M. Phil or Ph.D Degree is conducive to better teaching at the undergraduate level ?

- (i) Yes
- (ii) No

22. In your opinion does the Principal of your college have sufficient authority to enforce discipline ?

- (i) Yes
- (ii) No

23. Does the Teachers' Council of your college play any role in improving academic performance ?

- (i) Yes
- (ii) No

24. Do you think that outside interference is vitiating the academic atmosphere of the college ?

- (i) Yes
- (ii) No

25. Are you satisfied with the appointment procedures followed by the College Service Commission/Public Service Commission ?

- (i) Yes
- (ii) No

26. If you can suggest any modification in the syllabus of your subject please specify in not more than 100 words.

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27. In your opinion what are the main problems affecting college education ? What remedies do you suggest ? (Please indicate in not more than 10 words)

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ERRATA

- Page 6. Para 2.4. 6th line : "indeed."—should be "included".
 Page 7. Para 2.8. 9th line : "meetng"—should be "meeting".
 Page 9. Para 2.24. 4th line : "most". Read "the true".
 Para 2.24. 4th line : "senses". Read "sense".
 Para 2.24. 5th line : "constitute". Read "constitute".
 Page 10. Para 2.27. 4th line : "stirr". Read "stir".
 Page 11. Para 2.34. 4th line : "Whethere". Read "Whether".
 Page 13. Para 2.48. 9th line : "colour". Read "collar".
 Page 14. Para 2.50. 5th line : "radical". Read "radical".
 Page 15. Column 1 of Table 2.1 : Against 1991-92, add "R.E.", and against 1992-93, add "B.E.".

 Page 21. Table 2.7 : Add at the end below the line that indicates end of the table, "Source: Finance Department, Government of West Bengal".

 Page 26. Table 2.13, Serial No. 5.0 : "Age specific enrolment." Read "gross enrolment".
 Page 28. Table 2.14, Serial No. 5.0 : "Age specific enrolment" Read "gross enrolment".
 Page 40. Para 3.9. 1st line : "eiter". Read "either".
 Para 3.10. 2nd and 3rd lines : The semicolon between the words "reality" and "the" should be between the words "by" and "reality".

 Page 41. Para 3.10. 15th line : Put the word "that" between the words "decision" and "it".
 Para 3.11. 9th line : "ben". Read "been".

 Page 43. Para 3.20. 8th line : "circumstnces". Read "circumstances".

 Page 49. Para 4.10. 10th line : "panchayat" to be omitted.

 Page 53. Para 5.5. 8th line : "copy". Read "cope".
 Para 5.7. 3rd line : "Lacking". Read "lack".
 Para 5.7. 3rd line : "regard". Read "regarding".
 Para 5.8. 5th line : Omit the words "as can".

 Page 54. Para 5.10. 12th line : "Chapter Eight". Read "Chapter Seven".
 Para 5.13. 10th line : "Chapter Eight". Read "Chapter Seven".

 Page 55. Para 5.16. 4th line : "extant". Read "extinct".
 Para 5.19. 6th line : "It is the circumstances in impracticable". Read "In the circumstances it is impracticable".

 Page 57. Para 5.34. 14th line : "seem". Read "seen".
 Page 58. Para 5.39. 1st line : "exist". Read "exit".
 Page 60. Para 5.44. 11th line : Insert the word "to" between the words "comparable" and "that".

 Page 107 Para 6.3. 2nd line : "Table 4.1.". Read "Table 6.1".
 Para 6.2. 18th line : "ercommendstion" Read "recommendation".

 Page 108. Top of the page : "Table 4.1". Read "Table 6.1".

 Page 109. Para 6.7. 10th line : "offspring". Read "offsprings".
 Para 6.8. 9th line : "denid". Read "denied".

 Page 110. Para 6.11 2nd line : "Secondar". Read "Secondary".
 Para 6.12. 7th line : "teh". Read "the".

 Page 111. Para 6.15. 9th line : "teh". Read "the".
 Para 6.16. 2nd line : "even" to be omitted.
 Para 6.17. 1st line : "fews". Read "few".

- Page 112. Para 6.19. 12th line : Insert the word "fact" between the word "hard" and the colon following the latter.
- Para 6.21. 6th line : "erc.". Read "etc."
- Page 113. Para 6.22. 6th line : "ecucational" Read "educational".
- Para 6.25. 1st line : Omit "of".
- Page 114. Para 6.27. 2nd line : "weaither". Read "weather".
- Page 144. 6th line : "It". Read "If".
- 9th line : "therefor". Read "therefore".
- 13th line : "impracticals". Read "impracticable".
- 28th line : "learn". Read "harm".
- 33rd line : "bee". Read "been".
- 37th line : "hest". Read "best".
- Page 145. 1st line : "regorously". Read "rigorously".
- 2nd line : "out". Read "our".
- 17th line : "togetehr". Read "together".
- 21st line : "syllabus" Read "syllabi".
- 27th line : "in". Read "is".
- 31st line : "under". Read "unless".
- 34th line : "learness". Read "learners".
- 36th line : "Missionaries". Read "missionaries".
- Page 146. Para 7.3. 9th line : Insert the word "in" between the words "is" and "no".
- Para 7.4. 6th line : "make to" Read "make it".
- Page 156. Para 8.21. 10th line : "awared" Read "awarded".
- Para 8.25. 4th line : "very" Read "vary".
- Para 8.25 4th line : Insert the word "of" after the word "withering".
- Page 157. Para 8.25. 10th line : Omit the word "as".
- Para 8.25. 11th line : "half" Read "halt".
- para 8.26. 4th line : "guideliner" Read "guidelines".
- Para 8.28. 15th line : "assessmen". Read "assessment".
- Page 159. Para 8.34. 6th line : "ro" Read "to".
- Para 8.34. 6th line : Insert the word "of" after the word "types".
- Para 8.39. 9th line : "multiplies" Read "multiplied".
- Page 161. Para 8.48. 5th line : "benn" Read "been".
- Para 8.49. 3rd line : "labaoratories" Read "laboratories".
- Para 8.52. 1st line : "recruiment" Read "recruitment".
- Page 171. Serial number 16 under the sub-heading Government Colleges : "Acharrjaya . ." Read "Acharyya".
- Page 193. Para 9.19. Subpara (c). 20th line : Insert the words "as the" between the words "act" and "ombudsmen".
- Page 194. Para 9.19. Subpara (f). 11th line : "ecohomic" Read "economic".
- Para 9.19. Subpara (h). 19th line : Replace the word "of" between the words "funds" and "non availability" by the word "or".
- Page 199. Para 10.6. 16th line : Substitute the word "Education" by the word "Schools".
- Page 205. Para 11.6. 6th line : "substatial" Read "substantial".
- Para 11.6. 8th line : "he" Read "the".
- Para 11.6. 17th line : "hay" Read "may".
- Para 11.9. 9th line : "candiates" Read "candidates".

- Para 11.9. 10th line : "strengthening" Read "strengthening".
Page 206. Para 11.10. 5th line : "complimentary" Read "complementary".
Page 214. Para 12.9. 5th line : "mudium" Read "medium".
Page 217. Para 12.26. 7th line : "genuin" Read "genuine".
Page 217. Para 12.26. 11th line : "Indian Paper Corporation". Read "Hindusthan Paper Corporation".

Page 219. Para 12.34. 6th line : "test-books" Read "text books".
Page 281. Para 14.2. 4th line : "Seven" Read "Seventh".
 Para 14.2. 5th line : "regarding" Read "regarded".
 Para 14.2. 23rd line : "alsoa" Read "also".
Page 285. Para 14.14. 5th line : "profasion" Read "provision".
 Para 14.17. 6th line : "bean" Read "beam".
Page 289. Para 15.16. 13th line : "on" Read "in".
 Para 15.16. 15th line : "all" Read "diminish".
Page 291. Para 15.28. 5th line : "poling" Read "pooling".
Page 293. Para 15.37. 1st line : Insert the word "close" in between the words "register" and "to". Omit the printed word "close" in the same line.

Para 15.39. 2nd line : "head" (after the word "Bengal"). Read "and".
Page 249. Para 15.46. 7th line : "fill" Read "fulfil", also add "work" after the word "the".
Page 303. Para 17.7. 3rd line : "delerence" Read "deference".
Page 306. Para 17.22. 4th line : "upserge" Read "upsurge".
Page 325. Para 19.102. 1st line : "annoucement" Read "announcement".
Page 334. Annexure C. Serial No. 6. : "Shri Kalyan Banerjee, Department of Economics" Read "Shri Kalyan Banerjee, Department of Education".